

FINAL ENVIRONMENTAL IMPACT REPORT

DOCUMENTS DEPT.

MAY 4 1983

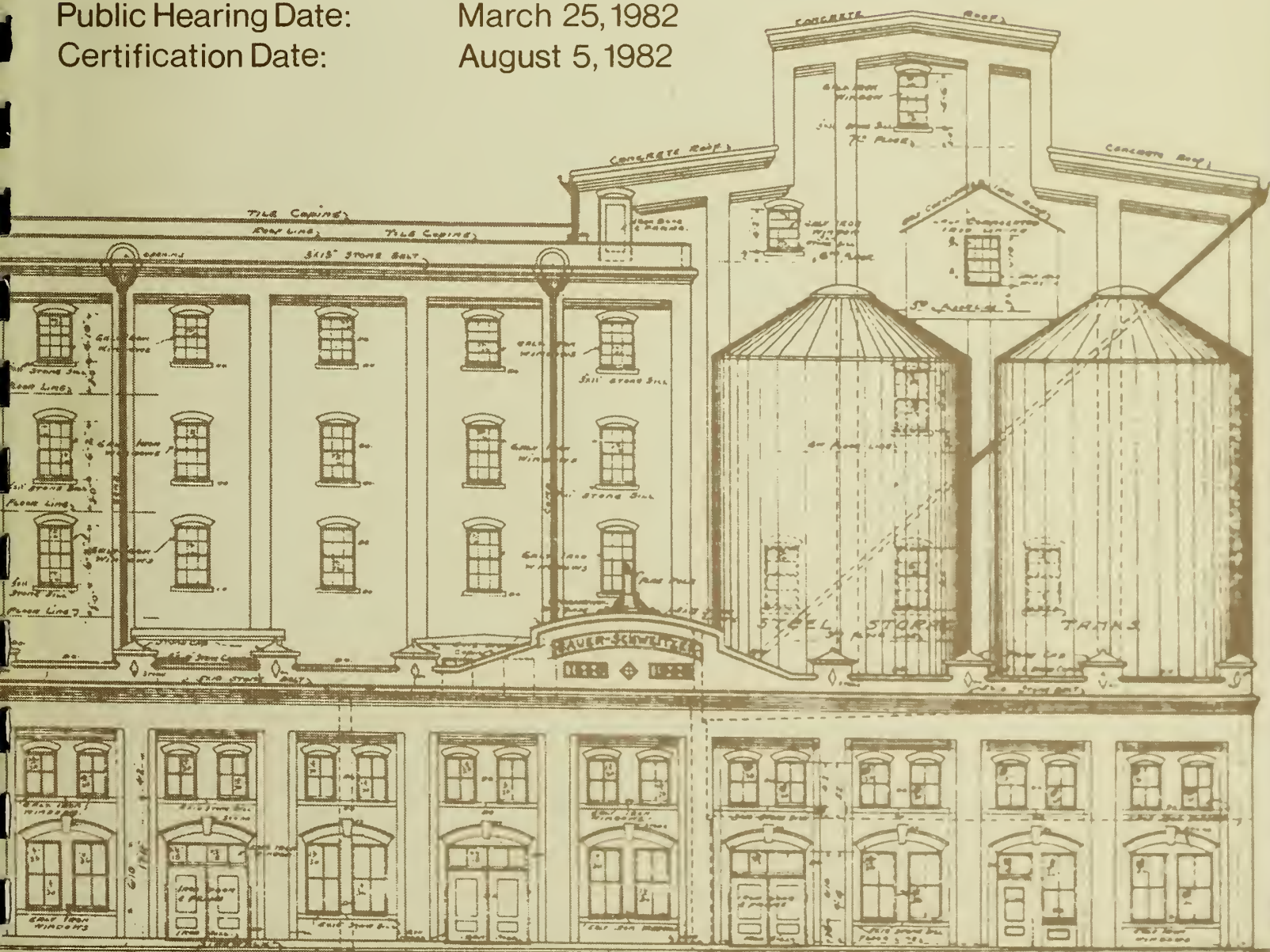
SAN FRANCISCO
PUBLIC LIBRARY

Francisco Place

OFFICE / CONDOMINIUMS
530 CHESTNUT STREET

EE 80.248

Publication Date: February 19, 1982
Public Comment Period: February 19, 1982 through March 25, 1982
Public Hearing Date: March 25, 1982
Certification Date: August 5, 1982



5/S



DOCUMENTS DEPT.

SAN FRANCISCO
PUBLIC LIBRARY

REFERENCE
BOOK

Not to be taken from the Library



CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT OF CITY PLANNING

FINAL ENVIRONMENTAL IMPACT REPORT

Francisco Place

OFFICE / CONDOMINIUMS
530 CHESTNUT STREET

EE 80.248

Publication Date:	February 19, 1982
Public Comment Period:	February 19, 1982 through March 25, 1982
Public Hearing Date:	March 25, 1982
Certification Date:	August 5, 1982

- Changes in the text of the Draft EIR are indicated by solid dots at the beginning of each revised paragraph, table, or figure.

REF 711.4097 F847f

Francisco Place :
office/condominiums,
[1982]

3 1223 04404 9741

S.F. PUBLIC LIBRARY

TABLE OF CONTENTS

	Page
TABLE OF CONTENTS.....	i
LIST OF FIGURES.....	iii
LIST OF TABLES.....	iv
I. SUMMARY.....	1
II. PROJECT DESCRIPTION	
A. Sponsor and Objectives.....	4
B. Project Location.....	4
C. Project Characteristics.....	4
D. Scheduling & Cost.....	19
E. Approvals Required.....	19
III. ENVIRONMENTAL SETTING	
A. Land Use & Planning Considerations.....	21
B. Historic Resources.....	25
C. Visual Quality & Urban Design.....	30
D. Transportation.....	33
E. Air Quality.....	45
F. Noise.....	47
G. Energy.....	50
H. Geotechnical.....	51
I. Community Services.....	51
J. Fiscal & Economic Factors.....	52
IV. ENVIRONMENTAL IMPACTS	
A. Land Use & Planning Considerations.....	53
B. Historic Resources.....	56
C. Visual Quality & Urban Design.....	58
D. Transportation.....	60
E. Air Quality.....	72
F. Noise.....	73
G. Energy.....	74
H. Geotechnical.....	81
I. Community Services.....	82
J. Fiscal & Economic Factors.....	84
K. Summary of Community Concerns.....	92

V.	MITIGATION MEASURES	
	A. Land Use & Planning Considerations.....	94
	B. Historic Resources.....	94
	C. Visual Quality & Urban Design.....	95
	D. Transportation.....	96
	E. Air Quality.....	99
	F. Noise.....	99
	G. Energy.....	100
	H. Geotechnical.....	101
	I. Community Services.....	102
VI.	SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED.....	104
VII.	ALTERNATIVES TO THE PROPOSED PROJECT	
	A. No Project.....	105
	B. Industrial Reuse.....	105
	C. Removal of the Towers.....	108
	D. Preservation of Additional Existing Structures.....	111
	E. Increased Residential.....	114
	F. Maximum Development.....	117
● VIII.	SUMMARY OF COMMENTS AND RESPONSES.....	121
IX.	DEIR AUTHORS AND PERSONS CONSULTED.....	163
X.	DISTRIBUTION LIST.....	166
● XI.	CERTIFICATION RESOLUTION.....	174
XII.	APPENDICES	
	A. Details of Existing Use.....	177
	B. Transportation Assumptions and Methodologies.....	182
	C. 1976 Architectural Inventory.....	194
	D. Shadow Diagrams.....	198
	E. Initial Study.....	202

LIST OF FIGURES

Figure	Page
1. Project Location.....	5
2. Francisco Place Elevation.....	6
3. Chestnut Street Elevation.....	6
4. Artist's Rendering of Francisco Street Towers.....	8
5. Artist's Rendering of Chestnut Street Units.....	9
6. Artist's Rendering of Interior Courtyard.....	10
7. Site Plan.....	11
8. North-South Diagrammatic Section (Project Section A).....	12
9. Entry Level Floor Plan/Commercial.....	13
10. Entry Level Floor Plan/Residential.....	14
11. Parking Plans.....	15
12. Mason Street Elevation.....	16
13. Typical Floor Plans.....	17
14. Landscape Plan.....	20
15. Major Uses in the Project Area.....	22
● 15a. Generalized Land Use Map.....	22a
16. Zoning Map.....	22
17. Detail From U.S. Coast Survey Map, 1852.....	27
18. Detail From U.S. Coast Survey Map, 1857.....	28
19. Location of Structures Appearing on 1852 & 1857 Coast Survey Maps...	29
20. View of the Towers from Francisco Street.....	31
21. View of the Site from the Northwest Face of Telegraph Hill.....	32
22. View of the Silos from Mason Street.....	34
23. View of Existing Chestnut Street Facade.....	34
24. Transportation Network.....	35
25. Peak Hour Vehicular Service Levels (4:30-5:30 PM).....	37
26. Existing Daily Traffic Volumes.....	37
27. Peak Hour Pedestrian Flows (3:00-4:00 PM).....	38
28. Peak Period Combined Flow of Pedestrians & Vehicles (3-3:30 PM).....	38
29. Pedestrian Flows During Peak Traffic Hour (4:30-5:30 PM).....	40
30. Parking Survey Area.....	40
31. Noise Monitoring Positions.....	48
32. Impact of Excavation on Remains of Meigg's Sawmill.....	57
● 32a. Outline of the Project Building Bulk, as Seen from Telegraph Hill...	59a
33. Peak Hour Traffic Due to the Project.....	62
34. Daily Potential Energy Savings.....	76
35. Monthly Potential Energy Savings.....	76
36. Total Monthly Gas Consumption.....	78
37. Total Monthly Electrical Consumption.....	78
38. Peak Daily Gas Consumption.....	79

39. Peak Daily Electrical Consumption.....	79
A-1. North Elevation of Bauer-Schweitzer Towers.....	178
A-2. South Elevation of Bauer-Schweitzer Plant.....	178
A-3. East Elevation of Bauer-Schweitzer Plant.....	179
A-4. West Elevation of Bauer-Schweitzer Plant.....	179
A-5. Bauer-Schweitzer Site Plan.....	180
A-6. Section Through the Working House and Kiln Room.....	181
A-7. Section Through Machinery Hall and Storage Tanks.....	181
C-1. Architecturally Significant Structures.....	197
D-1. Shadow Diagrams.....	199
D-2. Shadow Diagrams.....	200
D-3. Shadow Diagrams.....	201

LIST OF TABLES

Table	Page
1. Unit Schedule and Costs.....	18
2. Parking Survey.....	41
3. Muni Service in Project Area.....	43
4. Muni Service Changes in Project Area Under Five Year Plan.....	44
5. San Francisco Air Pollutant Summary.....	46
6. Existing Ambient Noise Levels - dBA.....	49
7. Energy Consumption for the Bauer-Schweitzer Malting Mill.....	50
8. Project Trip Generation and Mode Usage.....	61
9. Impact on Traffic Levels of Service (4:30-5:30 PM).....	61
10. Impacts on Daily Traffic Volumes (1983).....	62
11. Expected Ranges of Construction Noise Levels at the Project Site.....	73
12. Energy Consumption of the Malting Mill Compared to the Project.....	80
13. Distribution of Property Taxes.....	84
14. Employment Impacts of the Proposed Project on Bay Area Jobs.....	88
15. Transportation Impacts of Alternative C.....	110
16. Transportation Impacts of Alternative E.....	116a
17. Transportation Impacts of Alternative F.....	118
B-1. Level of Service Definitions for Unsignalized Intersections.....	182
B-2. Pedestrian Levels of Service.....	183
B-3. Level of Service and Expected Delay for Reserve Capacity Ranges.....	184
B-4. Project Impacts on Future Muni Load Factors.....	190
B-5. Francisco Place Truck Trip Generation.....	191
C-1. 1976 Architectural Inventory for Blocks in the Site Vicinity.....	194
C-2. Architectural Survey Classification.....	196

I. SUMMARY

● Francisco Place Venture, the project sponsor, has applied for Conditional Use authorization to provide a mixed use development in San Francisco's North Beach. The project would involve demolition of portions of the Bauer-Schweitzer Malting Company building, followed by adaptive reuse of two of the buildings and one of the silos, as well as new construction. The project would include 93 dwelling units, including 12 that would be set aside for moderate income families if subsidies are available. There would be 48,000 square feet of offices at or below street level. There would be about 191 parking spaces on the site.¹ The zoning is RC-3 (Residential-Commercial Combined, Medium Density).

Impacts

The project would involve removal of buildings of one of the few remaining barrel malting mills west of the Mississippi River and the last malting mill operation in North Beach. Storage sheds, a warehouse, offices and silos would be demolished and replaced with 93 dwelling units and 48,000 square feet (sq. ft.) of offices. Excavation for underground garages could impact a part of the remains of Meigg's Sawmill which may be beneath the site, although about 50% of the sawmill remains, if present, are under an area that would not be excavated.

The project would attract about 190 office jobs and has contributed to a loss of 20 manufacturing jobs which were provided when the Malting Company was still operating.

During construction, noise levels would be increased by about 68-83 dBA (A-weighted decibel) for up to 175 days.

The project would add 93 dwelling units to the City, on a site where only one now exists. The residential units and 48,000 sq. ft. of office would increase trips to the site by about 1,500 per day, with about 280 in the peak hour. Of the 280, about 130 would be on Muni and about 110 would be by auto. Vehicle traffic would reduce service levels on Francisco Street by one to 1/2 grade on the service level scale with levels as low as C (average delays) in the peak hour.² The project would increase pedestrian activity on the four blocks surrounding the site by as much as 74%. This would result in more pedestrian/vehicle conflicts which could reduce service levels to D (long delays) on the road network. The cumulative impacts of traffic from this and other projects would add between 25-65% more traffic to the streets around the site.

The existing towers that front on Chestnut Street are designated landmarks which would be altered by the project. The most notable change would be the complete redesign of the exterior facades to adapt them to housing and office use. Much of the original material of which the towers are made would be removed and

replaced with glass. The next most noticeable change would be on the interior. Floors would be installed in the 10-story vertical space which is largely open from the ground floor to the roof.

Mitigation Measures

Project driveways would be removed as far as possible from vulnerable pedestrian groups that use the Telegraph Hill Neighborhood Center on Chestnut Street. There would be a 4% (50 car) daily increase in traffic on Chestnut.

The project would satisfy all of its parking demand. Long-term leases would be available to neighborhood residents at a discounted rate for the use of on-site office parking spaces during the evening hours. In addition, about 35 on-street spaces would be added for public use due to removal of curb cuts and the railroad track and boxcar.

The project would reduce energy consumption on the site, as the project would require about 30% of the energy used in malting operations. The project would use less energy than required by standards of the State of California, Title 24, by use of insulation, double-glazed windows and room-controlled heating as recommended by the sponsor's mechanical engineer.

The sponsor agrees to notify the Office of Environmental Review (OER) should any archaeological remains be found on the site during excavation. A qualified professional archaeologist would be retained to assist OER in evaluating the significance of the remains and methods of dealing with them.

The sponsor agrees to help mitigate light and glare impacts due to the project by specifying non-reflective, tinted glass and by not installing exterior lights above the second floor.

Construction noise would be reduced by about 12-13 dBA from standard construction equipment and techniques by limiting the hours of equipment operation, using state-of-the-art noise control devices and quietest procedures, and eliminating unnecessary engine use.

The project would increase landscaping and open space on and around the site. Francisco, Mason and Chestnut would be planted with street trees and sidewalks would be repaved where needed. The center of the site would have a series of interconnected courtyards where no mid-block open space now exists. The courtyards would be designed so that open space adjoins existing rear yards on the site block.

Alternatives

Six alternatives to the proposed project are analyzed in this EIR:

- A. No project
 - B. Industrial reuse
 - C. Removal of the towers
 - D. Preservation of additional structures
 - E. Increased residential
 - F. Maximum development
-

1. Parking plans for the project are schematic; up to 5% more spaces may be provided over the minimum 189 spaces required by City planning Code.
2. Service levels are defined in Table B-1 of the Transportation Appendix, page 182.

II. PROJECT DESCRIPTION

A. SPONSOR AND OBJECTIVES

- Francisco Place Venture, the project sponsor, proposes adaptive reuse of the Bauer-Schweitzer malting mill in North Beach. The project would involve replacement and rehabilitation of industrial facilities for use as residential condominiums, office space and parking. The sponsor proposes to provide 93 condominiums, 12 of which would be set aside for moderate income families, if subsidies are available, and 48,000 sq. ft. (net) of office space at or below street level. The sponsor expects to earn a profit with the sale of the office space and the condominium units. The project architects are Backen, Arrigoni and Ross, a San Francisco firm.

B. PROJECT LOCATION

The site is located in the North Beach area of San Francisco. The project would occupy a 52,500 sq. ft. site (1.2 acres) in Assessor's Block 52, bounded by Francisco on the north, Chestnut on the south, Powell on the east and Mason on the west. Figure 1 (p. 5) shows the location of the site and other parcels in the block. The majority of the site (44,900 sq. ft.) consists of lot 10 which contains the malting mill structures. The remainder of the site (7,600 sq. ft.) consists of lots 18, 19, and 20 which front on Mason Street. Lot 18 contains a wood frame cottage; lots 19 and 20 are used for surface parking.

C. PROJECT CHARACTERISTICS

The entire project would consist of about 138,000 sq. ft. (156,000 gross) of space. There would be about 90,100 net sq. ft. of residences (104,000 gross) and 48,000 net sq. ft. of offices (52,000 gross). The Francisco Place project would be a planned unit development (PUD) involving adaptive reuse of two existing malting fermentation and drying towers and one existing silo, and demolition of other structures which would be replaced with residential condominiums, office space, and parking. Structures that would be demolished include five large and eight small silos, a wood frame building on Francisco Street, a masonry office building on Chestnut and a wood frame cottage on Mason. The towers would contain 40 dwelling units on seven floors and approximately 10,000 sq. ft. of offices. The retained silo would contain stairs and two elevators for the use of tower residents. Four new buildings containing 53 dwelling units and 38,000 sq. ft. of offices and two floors of parking would be constructed. There would be about 191 off-street parking spaces within three basements, including four spaces for disabled persons. Access to 98 commercial parking spaces would be from a driveway on Francisco Street and access to 93 residential parking spaces would be from a driveway on Mason Street. Figures 2 and 3 (p. 6) are elevations

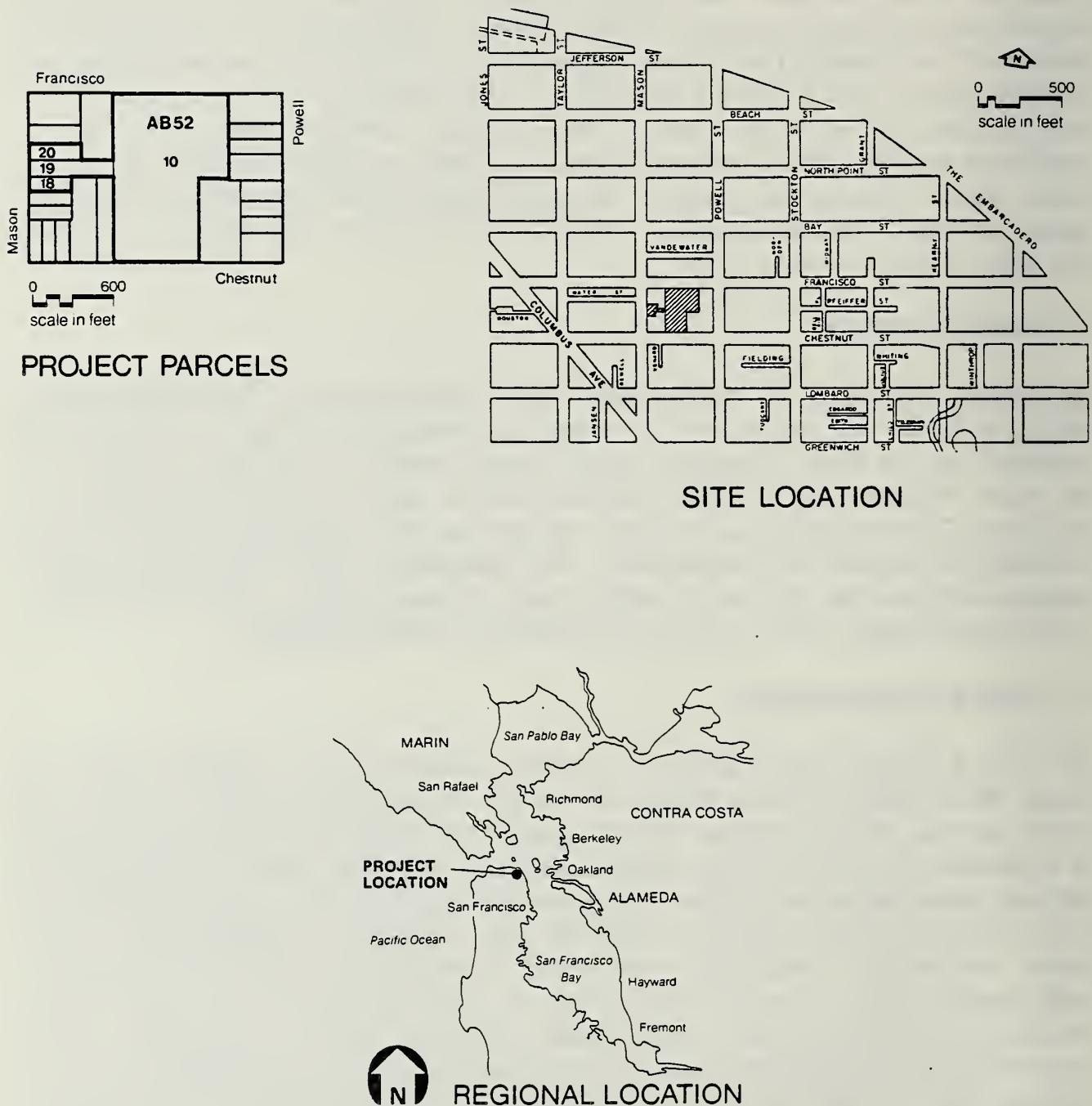


figure 1

PROJECT LOCATION

source: Planning Analysis & Development



figure 2

FRANCISCO STREET ELEVATION

source: Backen, Arrigoni & Ross



figure 3

CHESTNUT STREET ELEVATION

source: Backen, Arrigoni & Ross

of the renovated towers as seen from Francisco Street and new construction proposed for Chestnut Street. Figures 4 and 5 (pp. 8, 9) are artist's renderings of the Francisco Street Towers and the Chestnut Street units. Figure 6 (p. 10) is a rendering of the interior courtyard. Figures 7 and 8 (pp. 11, 12) are the site plan and site section, respectively.

The entry level floor plan for commercial space is illustrated in Figure 9 (p. 13). Offices would overlook but not have access to the courtyards. Pedestrians would enter the project from lobbies on Francisco and Chestnut; motorists would enter via elevators from the garage. There would be approximately 28,000 sq. ft. of office space at street level and another 20,000 sq. ft. below grade in the first basement with windows overlooking the courtyard. The first residential level would be above street level and is shown in Figure 10 (p. 14). The dwelling units would overlook and have access to the courtyards in addition to private open space on decks, patios and balconies.

The first basement would underlie most of the site, except at and near the towers. It would accommodate about 20 commercial parking spaces. An additional 78 commercial parking spaces would be provided in the second basement. Commercial parking access would be via Francisco Street. There would be an auto ramp connecting the first and second basements. (See Parking Plans, p. 15). Access to 93 residential parking spaces would be via Mason Street to a ramp under the 12 Mason Street units, leading to the third basement under lot 10.

- **Building 1** on the site plan consists of the two towers, which would be connected and served by common elevators and stairs which would be inside the silo from floors 1 -5. The towers would contain 40 dwelling units. The first floor of offices would be approximately at the level of Francisco Street. The second floor of offices would be below grade in the basement of the towers. There would not be garages under the towers as it would be infeasible to excavate beneath them.

Building 2 on the site plan is the North Podium, which would front on Francisco Street, abut the towers, and be oriented toward both the street and an interior courtyard. This new building would contain 21 dwelling units at and above the level of the podium and approximately 3,000 sq. ft. of offices at street level with parking below in the first and second basement. This and other new buildings would be a maximum of 40 feet high as permitted by the City Planning Code.

Buildings 3 and 4 on the site plan would contain ten dwellings each with offices at and below grade, and two levels of parking. Building 3 would be located near the center of the site and be flanked by courtyards at the first and second floors. Building 4 would front on Chestnut, and at street level would connect with Building 3 office space. An elevator core would be accessible from Figure

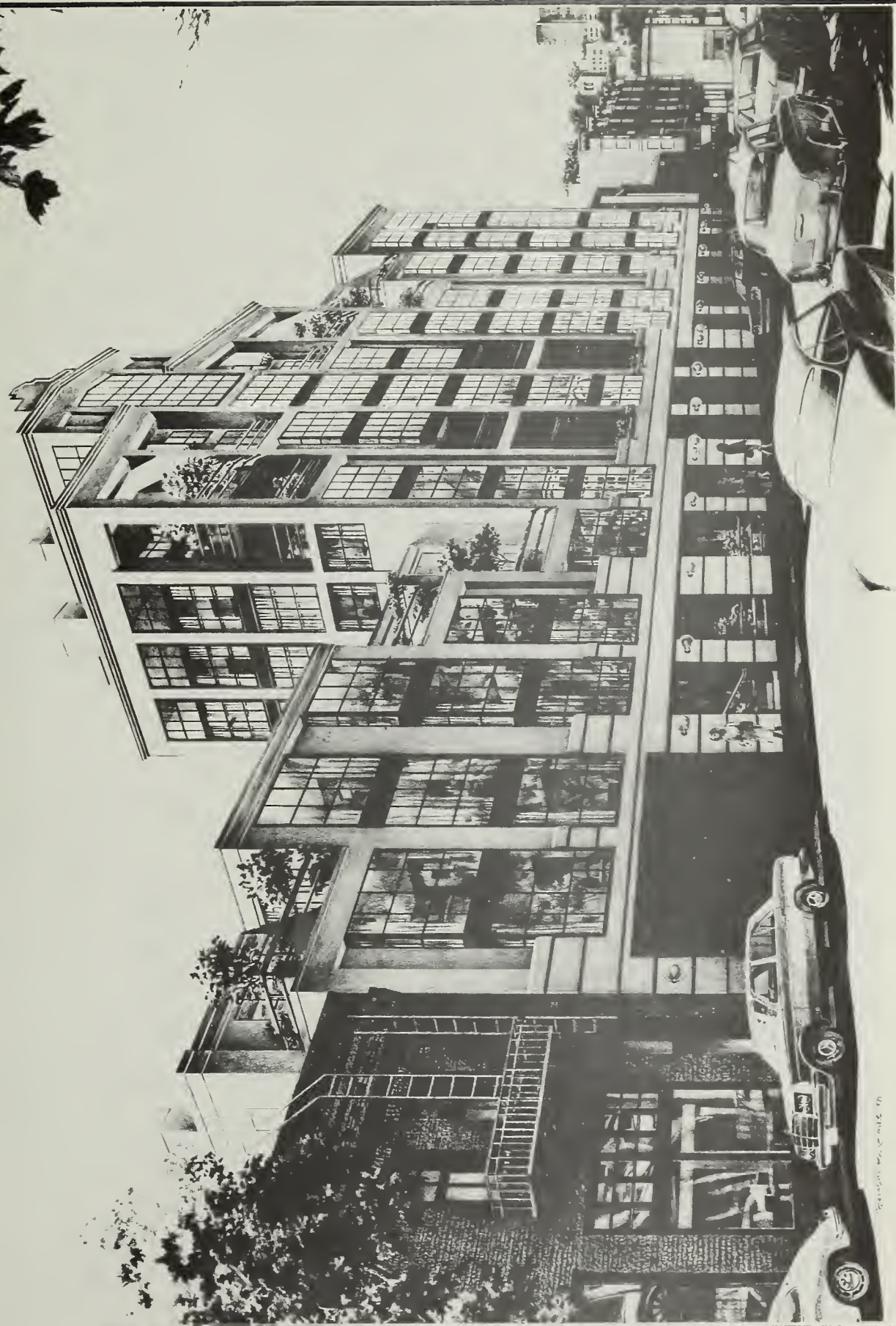


figure 4
 ARTIST'S RENDERING OF FRANCISCO STREET TOWERS
 source: Walter Thomasson & Associates

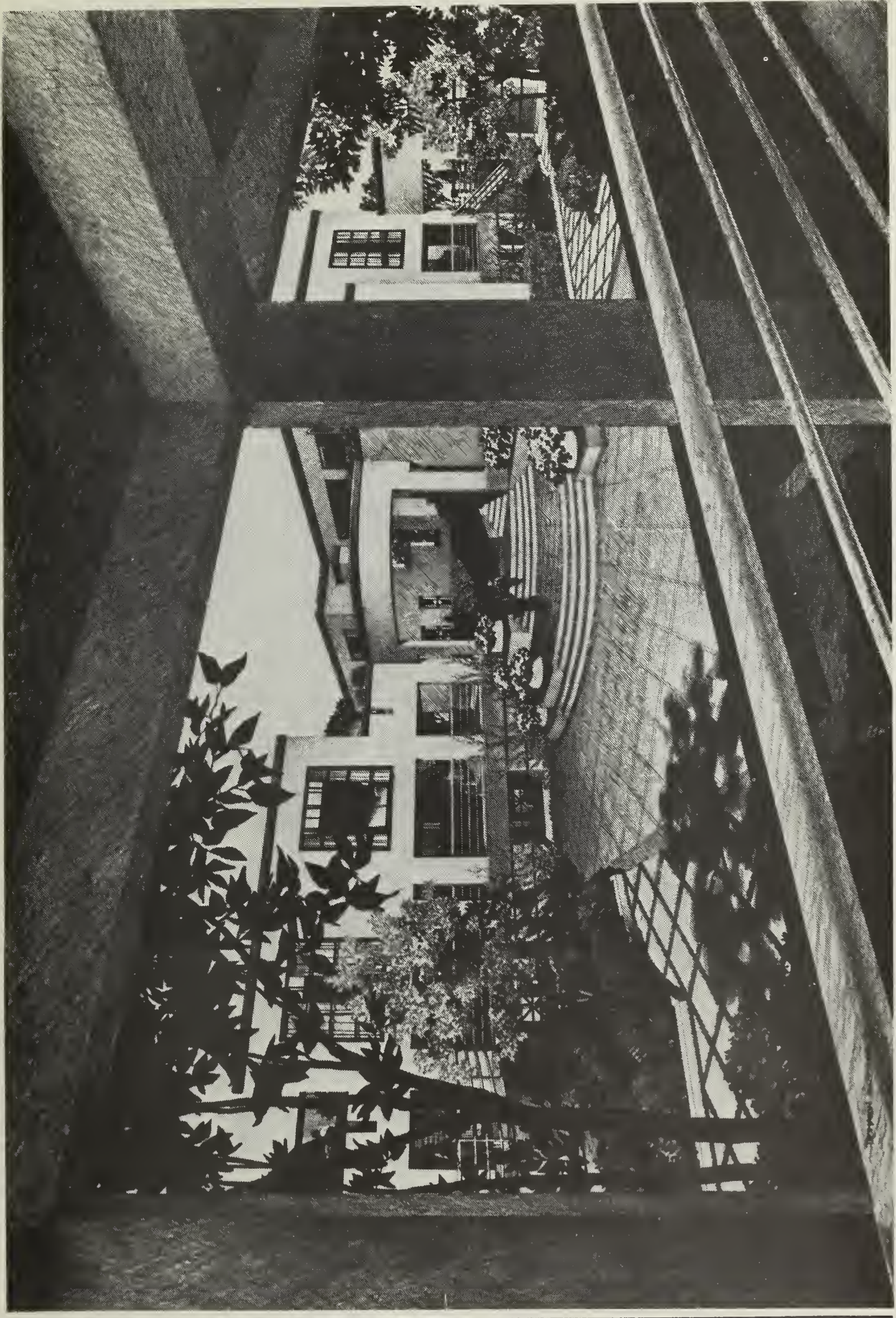


figure 6

ARTIST'S RENDERING OF INTERIOR COURTYARD

source: Walter Thomasson & Associates

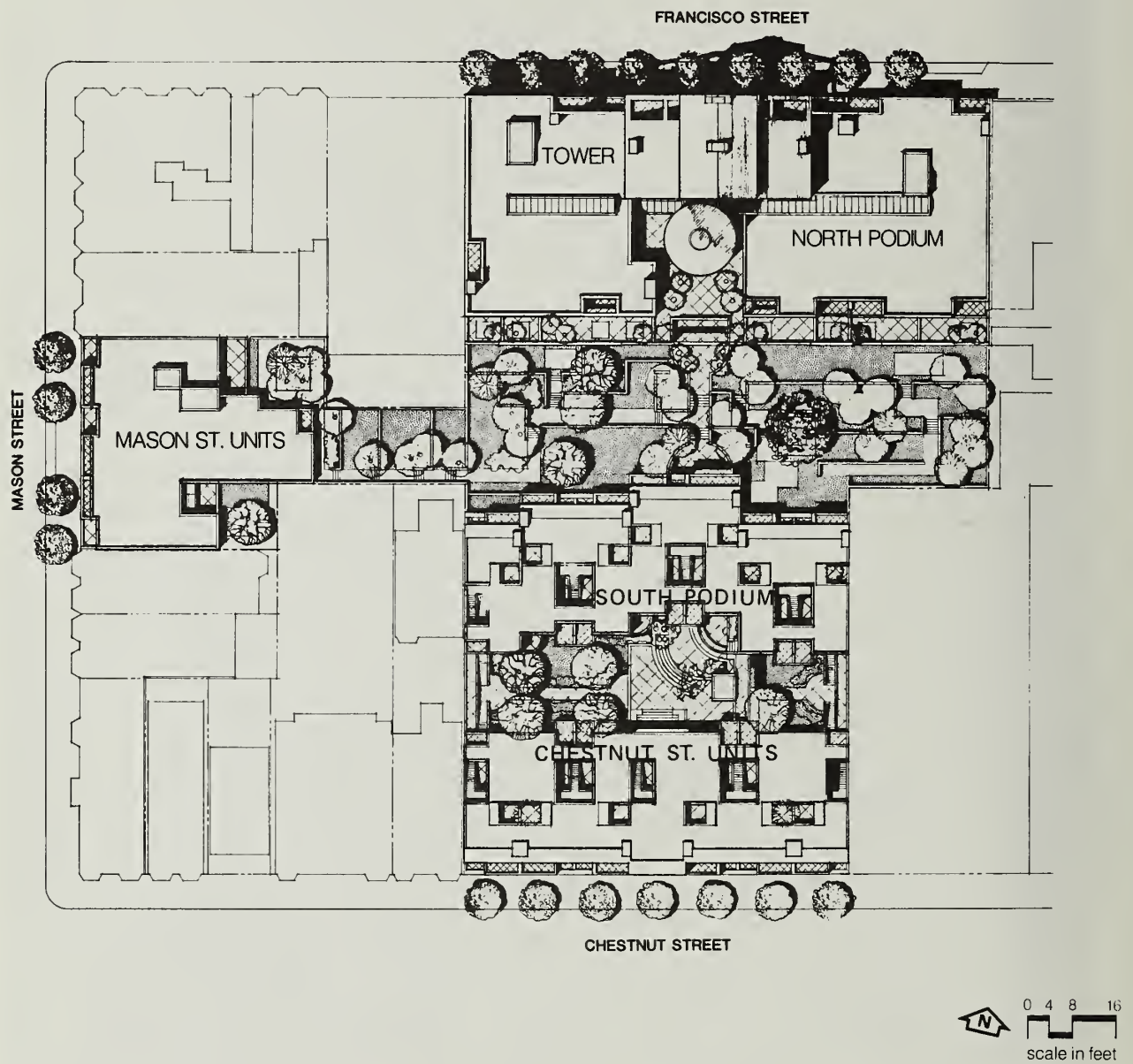


figure 7

SITE PLAN

source: Backen, Arrigoni & Ross

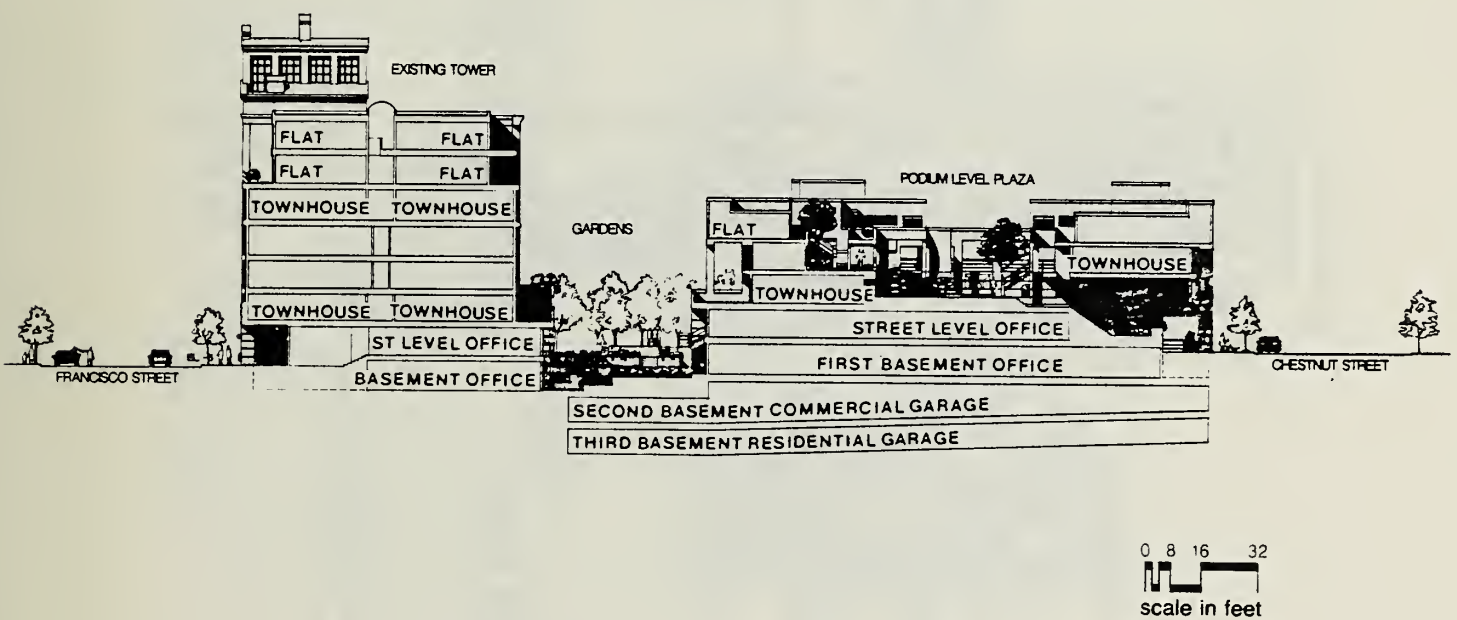


figure 8

NORTH-SOUTH DIAGRAMMATIC SECTION (PROJECT SECTION A)

source: Backen, Arrigoni & Ross

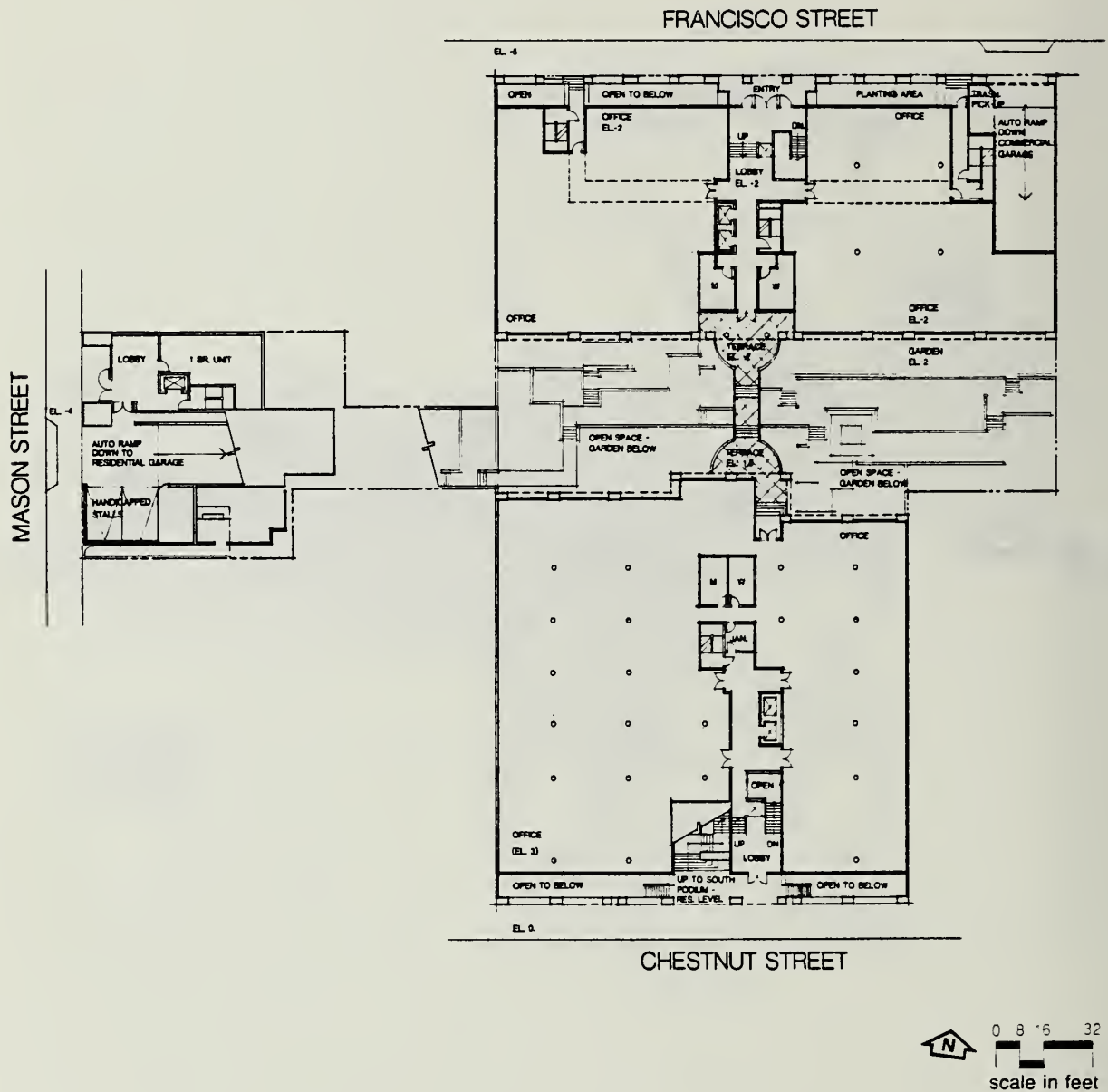


figure 9

ENTRY LEVEL FLOOR PLAN/COMMERCIAL

source: Backen, Arrigoni & Ross

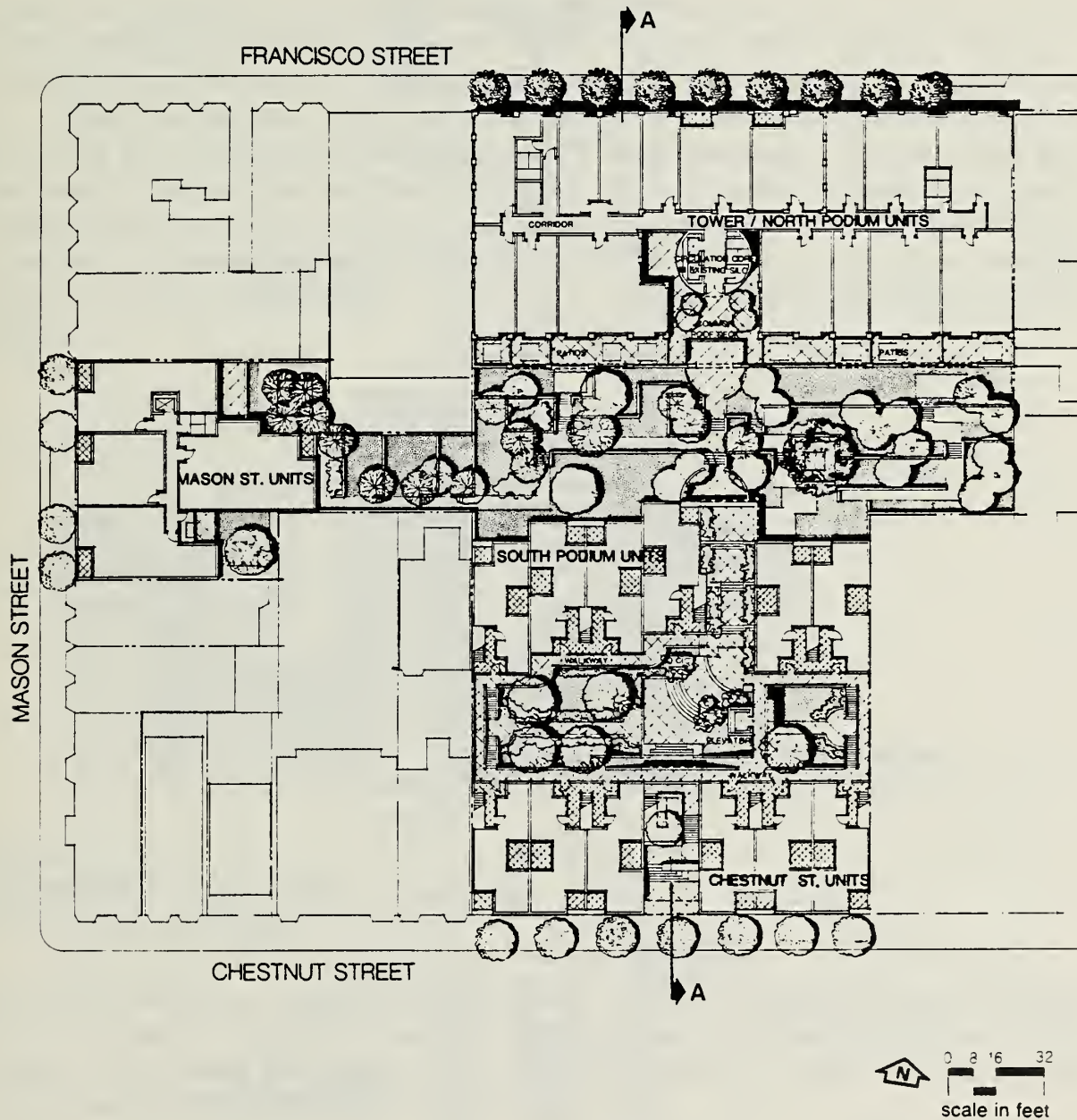


figure 10

ENTRY LEVEL FLOOR PLAN/RESIDENTIAL

source: Backen, Arrigoni & Ross

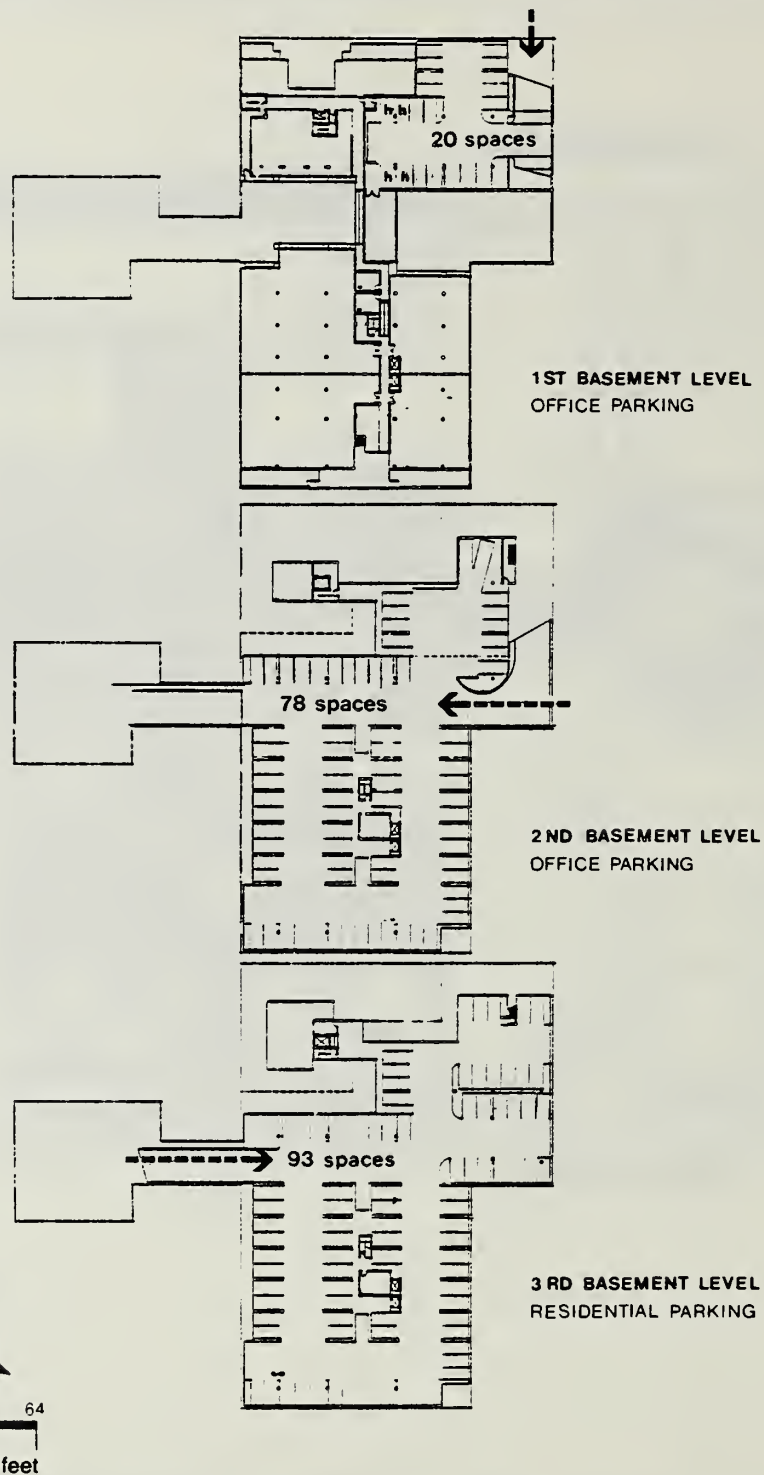


figure 11

PARKING PLANS

source: Backen, Arrigoni & Ross

Chestnut Street. Figures 9 and 10 (pp. 13, 14) show the entry level floor plans for these buildings. Light and air would be brought to the lower level of offices at the center of the site by a cut-away in the northern courtyard. This is illustrated by the site section, Figure 8 (p. 12).

Building 5 on the site plan would consist of 12 dwelling units which would be moderate income if subsidies are available. At grade would be the lobby, the lower level of one unit, two parking spaces and the ramp down to the residential garage. These are shown in the entry level floor plan for commercial uses (Figure 9, p. 13). Behind the building would be a landscaped and terraced yard stepped down to adjoin the courtyard adjacent to the towers. Residential units would open directly onto courtyards and/or private patios; the courtyards would be accessible from all of the residential buildings. Units on upper stories would have private balconies. Figure 12 (below) shows the Mason Street elevation.

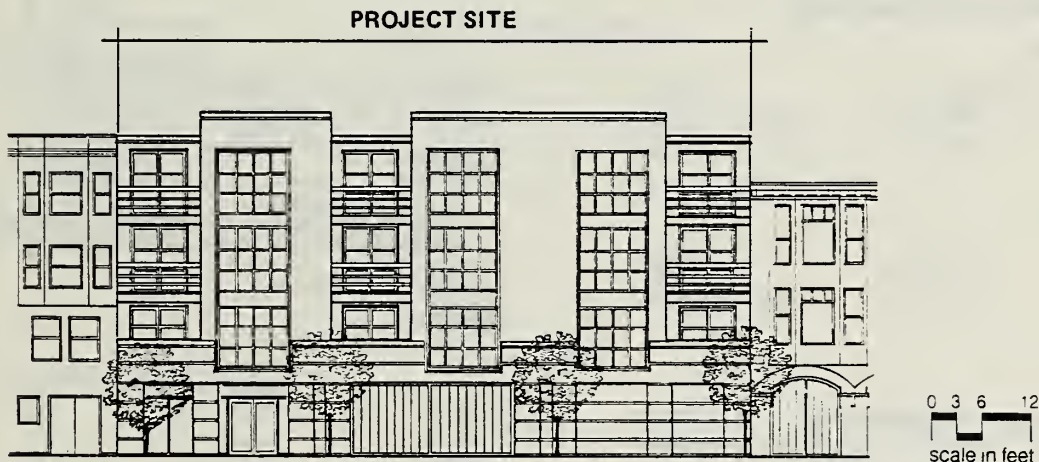


figure 12

MASON STREET ELEVATION

source: Backen, Arrigoni & Ross

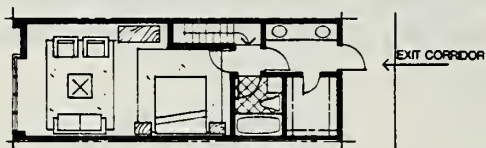
Typical floor plans for residential floors two through eight are shown in Figure 13, (p. 17). Table 1 (p. 18) gives unit sizes, number of bedrooms, projected sales price and price per square foot in 1981 dollars. Office rental in 1981 dollars is estimated at \$22 per square foot.

- The project would offer 6 (6%) studios, 64 (69%) one-bedroom units, 20 (22%) two-bedroom units, and 3 (3%) three-bedroom units. The sponsor intends to seek Section 8 or other subsidies, if available, for 12 moderate income units. The moderate income units in the Mason Street building would be family-oriented and would contain proportionately more two- and three-bedroom units than would the other buildings on the site. The Mason Street family units are intentionally separated from office space.



TOWER

UPPER LEVEL 448 SF
TOWNHOUSE 920 SF TOTAL



TOWER

LOWER LEVEL 472 SF
TOWNHOUSE 920 SF TOTAL



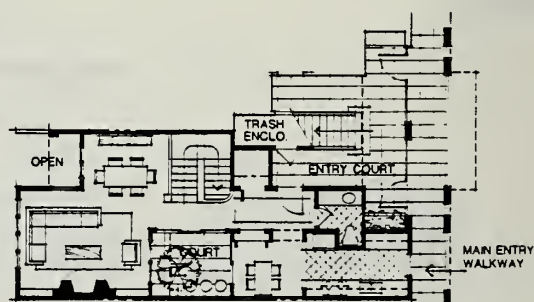
NORTH PODIUM

FIRST LEVEL
FLAT 967 SF TOTAL (approx.)



SOUTH PODIUM

LEVEL THREE
FLAT 720 SF TOTAL



SOUTH PODIUM

LEVEL TWO
TOWNHOUSE MAIN LEVEL 640 SF
1420 SF TOTAL



SOUTH PODIUM

LEVEL ONE
TOWNHOUSE LOWER LEVEL 780 SF

0 4 8 16
scale in feet

figure 13

TYPICAL FLOOR PLANS

source: Backen, Arrigoni & Ross

Table 1
FRANCISCO PLACE RESIDENTIAL CONDOMINIUMS

No. of Units	Floor Area (sq.ft.)	Total Area (sq.ft.)	Type of Unit	1981 Sales Price	Prices/sq.ft.
<u>RENOVATION</u>					
<u>Building 1: Existing Towers</u>					
3	430	1,290	studio	\$125,000	\$298.00
3	720	2,160	1 Bdrm	150,000	208.00
3	750	2,250	1 Bdrm	175,000	233.00
3	770	2,310	1 Bdrm	160,000	208.00
6	860	5,160	1 Bdrm + den	172,500	201.00
2	920	1,840	1 Bdrm	210,000	228.00
4	930	3,720	1 Bdrm + den	225,000	242.00
12	1,014	12,168	1 Bdrm + den	210,000	207.00
3	1,026	3,078	2 Bdrm	240,000	234.00
1	2,274	2,274	1 Bdrm	500,000	220.00
<u>Total</u>	<u>40</u>	<u>36,250</u>			
<u>NEW CONSTRUCTION</u>					
<u>Building 2: North Podium</u>					
3	480	1,440	studio	\$135,000	\$281.00
6	770	4,620	1 Bdrm + den	160,000	208.00
12	920	11,040	1 Bdrm + den	195,000	212.00
<u>Total</u>	<u>21</u>	<u>17,100</u>			
<u>Building 3: South Podium</u>					
5	740	3,700	1 Bdrm	\$175,000	\$236.00
5	1,620	8,100	2 Bdrm + den	275,000	170.00
<u>Total</u>	<u>10</u>	<u>11,800</u>			
<u>Building 4: Chestnut Street Units</u>					
5	740	3,700	1 Bdrm	\$175,000	\$236.00
5	1,620	8,100	2 Bdrm + den	275,000	170.00
<u>Total</u>	<u>10</u>	<u>11,800</u>			
<u>Building 5: Mason Street ^{1/}</u>					
2	710	1,420	1 Bdrm		
7	1,080	7,560	2 Bdrm		
3	1,400	4,200	3 Bdrm		
<u>Total</u>	<u>12</u>	<u>13,180</u>			
<u>Summary</u>					
6	Studio	76,950 sq. ft. (net) market rate units			
64	1 Bdrm	13,180 sq. ft. (net) low & moderate income units			
20	2 Bdrm	48,000 sq. ft. (net) office			
3	3 Bdrm	138,130 sq. ft. (net)			
<u>93</u>					
\$16,130,000		Total Value of market units			
\$199,000		Average cost/unit			
\$210/sq. ft.		Average price/sq. ft. (net) of market units			

^{1/} Mason Street units may be rental or owner-occupied; moderate income sales price not yet determined.

The common open space would comprise 35% of the site area; private and common open space combined would account for about 50% of the site area. The interior courtyard would be accessible only to the project residents and their guests. Figure 14 (p. 20) presents the landscape plan for the site.

Residential parking would be provided at the rate of 1.0 space per unit. Office parking would be provided at approximately one space per 500 sq. ft. of office area. There would be two more spaces than required by the City Planning Code. Yellow on-street loading spaces would be provided next to the entrances to the project, and off-street loading spaces with an 11-foot clearance would be provided for two panel trucks and delivery vans.

D. SCHEDULING AND COST

The project would be constructed over a 16 month period. Demolition of existing buildings would require six months; site preparation, excavation and foundation work would require four months. The tower would be renovated concurrently with new construction and would take approximately six months. Construction costs are estimated at \$23 million in 1981 dollars. Excluding the moderate income units, the average condominium would cost about \$199,000, or \$210 per square foot in 1981 dollars.

E. APPROVALS REQUIRED

The project requires a Conditional Use authorization (CU) under Section 304 of the City Planning Code for a planned unit development (PUD). The CU would cover substitution of the proposed courtyard for the 25% rear yard requirement in RC-3 districts¹ and aggregation of parking for the four lots that make up the site. Both residential and commercial parking spaces would be provided at a rate specified in Section 151 (Table 4) of the City Planning Code. A variance would be sought to provide a combination of on-street loading spaces and off-street loading spaces for vans and panel trucks instead of the one full-size off-street loading dock that is required by the City Planning Code.

The towers and Chestnut Street buildings were recommended for landmark designation by the Landmarks Preservation Advisory Board (Resolution No. 204, January 7, 1981). The Planning Commission approved designation of the two towers only (Resolution No. 8865, March 5, 1981). Designation of the towers was sustained by the Board of Supervisor's Planning and Housing Development Committee (Ordinance No. 292-81, File No. 90-81-4, June 1, 1981) and received

the Mayor's approval on June 5, 1981 (effective July 5, 1981). As a result of these resolutions, the sponsor has obtained a Certificate of Appropriateness for modifications to the towers.

1. Section 134, Article 1.2 of the City Planning Code.

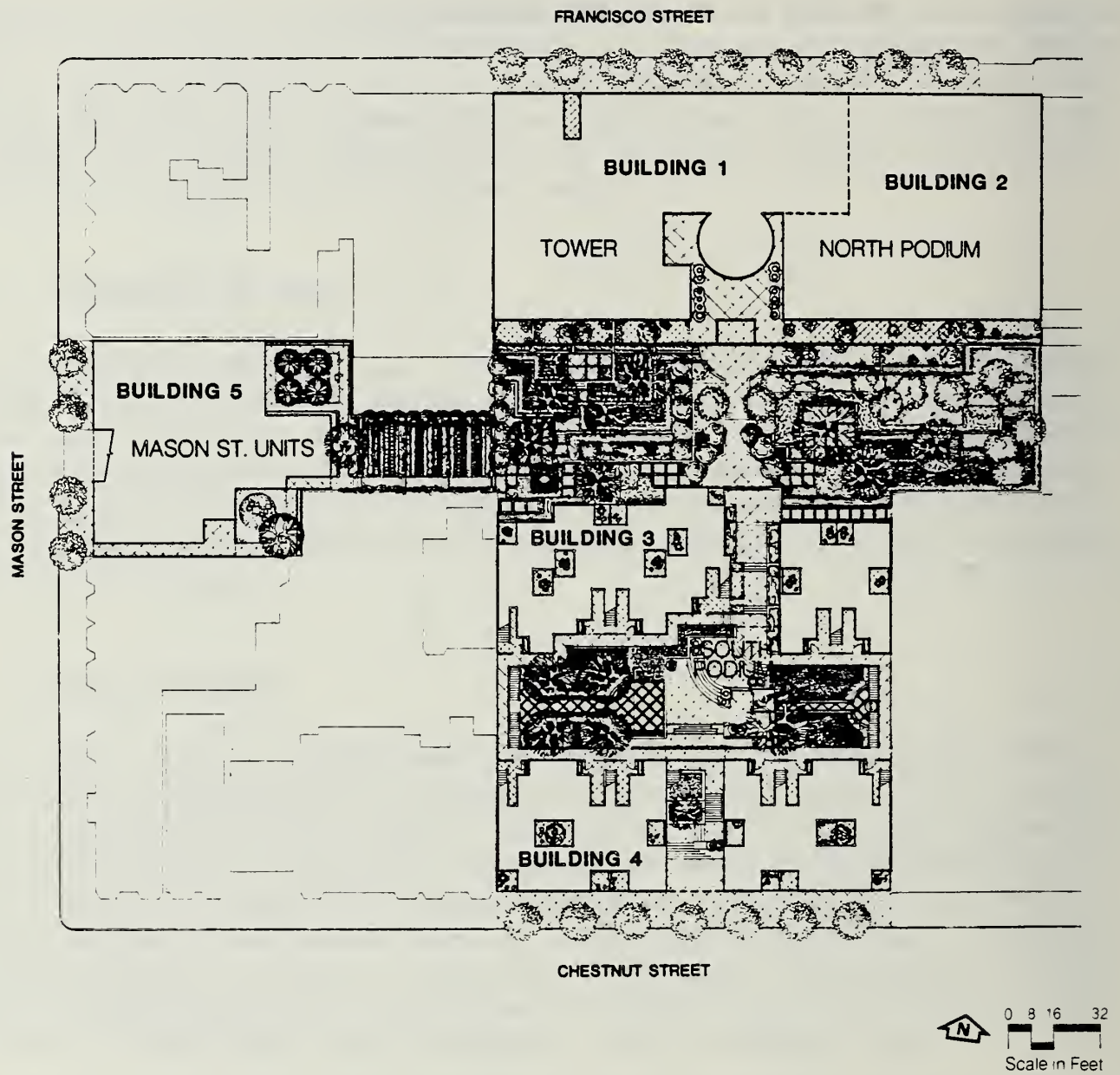


figure 14

LANDSCAPE PLAN

source: Backen, Arrigoni & Ross

III. ENVIRONMENTAL SETTING

A. LAND USE AND PLANNING CONSIDERATIONS

- **Land Use:** The project site is located five blocks northwest of Coit Tower and one block south of Bay Street. It is in an RC-3 zone (Residential-Commercial Combined, Medium Density). As an industrial use, the Bauer-Schweitzer malting mill does not conform to the land uses permitted in this zone. Adjacent to the northern property line of the site is a railroad track spur for boxcars that transported barley to the mill. The 92- and 78-foot towers and 70-foot storage silos are the tallest structures in the neighborhood, as most of the other nearby buildings are two to four stories high.

The predominant land use in the neighborhood is residential with some commercial and institutional uses. Institutional facilities include Francisco Junior High School, the Telegraph Hill Neighborhood Association and the North Beach Public Library. Commercial facilities in the area include North Point Shopping Center, North Point Theatre, Pier 39 and other shops and restaurants. Figure 15 (p. 22) shows land uses near the site. Generalized land uses near the site are shown in Figure 15a (p. 22a).

In addition to the Bauer-Schweitzer mill and office building, the site block (A.B. 52) contains wood frame residential structures, offices on Chestnut east of the site, a television/film studio on Powell between Chestnut and Francisco, and a restaurant on Francisco west of the site. The block directly north of the site across Francisco (A.B. 41) contains a credit union on the northeast corner of Francisco and Mason, professional offices on Vandewater Street, restaurants on the northwest corner of Francisco and Powell, and residential units. Proposed residential projects in the area include Telegraph Hill Condominiums (20 units) at Francisco and Grant Streets, Vandewater Street projects (64 units) just north of the site across Francisco Street, and the Chestnut Court Project (20 units) at Columbus and Chestnut Street.

To the northeast of the site (A.B. 40) are the North Point Theater, a parking lot, commercial facilities and multi-unit residential buildings. Most of the commercial uses in this area are on Bay Street, a major thoroughfare connecting The Embarcadero with Fort Mason and the Marina district. To the northwest of the site (A.B. 42) is the 251-unit North Beach Public Housing project, which extends across Taylor Street to A.B. 43. Immediately west of the site (A.B. 51) is a Safeway store with auto access from Chestnut, Mason and Taylor. This block is bisected by Water Street, which runs east and west, parallel to Francisco. On the northern portion of the block is the Chinese Christian Center and mixed residential and commercial uses. A restaurant fronts on Mason. Southwest of

- 1 Fisherman's Wharf
- 2 Historic Ship Balclutha
- 3 Pier 39
- 4 Northpoint Shopping Center
- 5 North Beach Public Housing
- 6 Northpoint Theater
- 7 Francisco Junior High School
- 8 Telegraph Hill Neighborhood Association
- 9 North Beach Public Library
- 10 San Francisco Bay Club
- 11 North Beach Playground
- 12 Coit Tower
- 13 Safeway



figure 15

MAJOR USES IN THE PROJECT AREA

source: Planning Analysis & Development

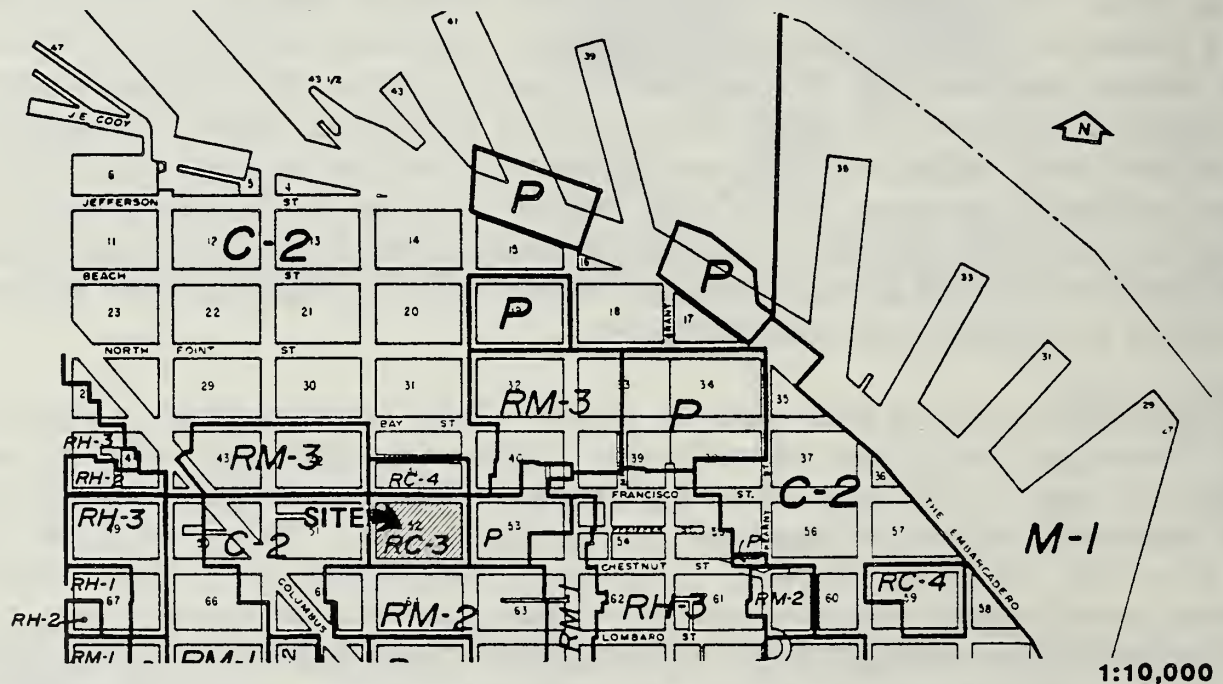
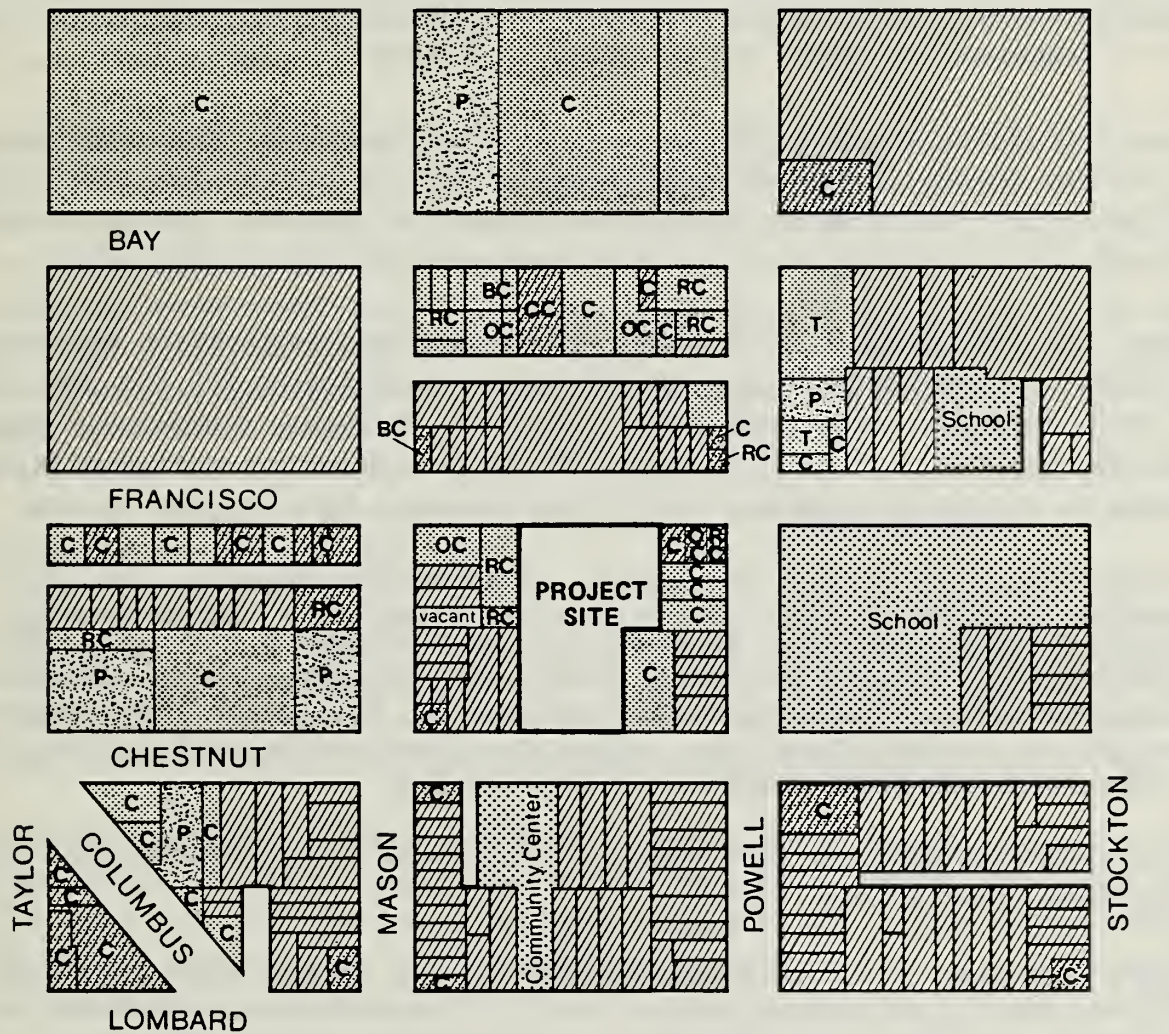


figure 16

ZONING MAP

source: San Francisco Department of City Planning



LEGEND

	C commercial
	OC office
	RC restaurant
	BC bank
	T theater
	public
	residential
	commercial ground floor / residential above
	P parking lot

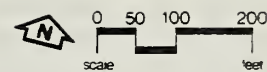


figure 15a

GENERALIZED LAND USE MAP

source: Planning Analysis & Development

the site (A.B. 65) are more residential buildings. This block fronts on Columbus Avenue, which has primarily commercial uses. South of the site (A.B. 64) is the Telegraph Hill Neighborhood Association which has a clubhouse and open space used by daycare children, elderly clientele and other neighborhood residents. Residential uses predominate in this block with supporting commercial at the corner of Francisco and Mason and at Lombard and Mason.

Southeast of the site (A.B. 63) are residential buildings and a convenience store at the corner of Lombard and Powell. To the east of the site is the Francisco Junior High School, which takes up most of A.B. 53. The eastern part of this block has residential buildings fronting on Stockton and Chestnut.

Zoning: The site is zoned RC-3, which allows combined residential and commercial uses at medium density. Figure 16 (p. 22) shows zoning for the area. The floor area ratio for offices is 3.6 to 1 and the allowable residential density is one unit per 400 sq. ft. of lot area. The characteristics of RC-3 districts are given in Article 2, Section 206.3 of the Planning Code,¹ which states:

These districts provide for a mixture of medium-density dwellings similar to those in RM-3 with supporting commercial. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-3 districts, except that rear yards need not be at ground level and front setbacks are not required.

Relevant characteristics of RM-3 districts are given in the same section of the Planning Code which states:

These districts . . . are predominantly devoted to apartment buildings of six, eight, ten or more units. Most of these districts are close to downtown and have been developed in this manner for some time . . . Many buildings exceed 40 feet in height, and in some areas additional buildings over that height may be accommodated without disruption of the district character. . . Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting non-residential uses are frequently found in these areas.

The site could be developed with about 189,000 sq. ft. of commercial space if the 3.6 FAR were fully utilized. In addition, up to 131 dwelling units could be built. (See Alternative F, p. 118). As a planned unit development (PUD), the site could have one dwelling unit less than the amount that would be allowed by the next highest density, in this case RC-4 which would allow 262 units or one unit per 200 sq. ft. of lot area. (See Section 304(c)4 of the Planning Code). Therefore the site could have up to 261 units with Conditional Use authorization for a PUD under Sections 303 and 304 of the Planning Code.

Residential properties in RC-3 zones require one parking space per dwelling and commercial projects require one parking space for every 500 sq. ft. of occupied floor area where the occupied floor area exceeds 5,000 sq. ft. Additional spaces up to 150% of those permitted would be classified as an accessory use according to Section 204.5 of the City Planning Code, and would not require a Conditional Use permit.

The Bauer-Schweitzer malting mill is a non-conforming industrial use in a residential and commercial zone. (See Section 180 of the City Planning Code). The proposed mixed use development would bring the site into conformance with the land use provisions of the City Planning Code. The two towers and the silo are non-complying structures, as they exceed the 40-foot height limit for the district. These buildings could remain on the site under the proposed use change, provided they are not enlarged or altered in a manner that would increase their non-compliance (Section 181, City Planning Code). For example, no balconies or other building features could be added to the exterior of the towers above 40 feet. New structures would have to conform to the 40-foot height limit and zoning provisions for RC-3 districts.

Lot Coverage: RC-3 districts require a rear yard at the lowest story occupied by dwellings, and at each succeeding story (Section 134a, City Planning Code). The minimum rear yard depth must be 25% of the total depth of the lot, and no less than 15 feet. With a PUD, the configuration of the rear yard may vary.

In addition to the rear yard requirement, Section 135 of the City Planning Code requires that 60 sq. ft. of private usable open space be provided for each dwelling unit. Common open space may be substituted for private at the rate of 1.33 sq. ft. common to 1 sq. ft. private open space. Thus, if a unit had no private open space, about 80 sq. ft. of common open space per unit would be required.

Planned Unit Development: The Planning Code allows PUD designation for projects that meet certain design criteria. The objectives of PUD projects are given in Section 304(a):

The procedures for planned unit development are intended for projects on sites of considerable size, developed as integrated units and designed to produce an environment of stable and desirable character which will benefit the occupants, the neighborhood and the City as a whole. In certain cases of outstanding overall design, complementary to the design and values of the surrounding area, such a project may merit a well-reasoned modification of certain provisions contained elsewhere in the Code.

PUD Conditional Use authorization may be granted when:²

1. The tract of land is under one ownership;
2. The tract is not less than 1/2 acre;
3. Adequate off-street parking is provided;
4. Dwelling unit density is limited to less than the density that would be allowed by Article 2 of the Planning Code.
5. The project does not deviate, except in minor ways, from the provisions for height measurement in Sections 260 and 261 of the Planning Code.

-
1. This and the following section citations refer to the City Planning Code, Part II, Chapter II of the San Francisco Municipal Code, 1979 Edition.
 2. Sections 304(b) and 304(d) of the City Planning Code.

B. HISTORIC RESOURCES

- **Existing Conditions:** The Bauer-Schweitzer Malting Company is the last malting operation in North Beach and one of two such remaining operations within the United States. Operations were suspended in July, 1981. In recognition of the historic nature of the site, proceedings to designate the site as a landmark were initiated in January, 1981. The Landmarks Preservation Advisory Board recommended the two towers and the buildings on Chestnut Street for landmark status. In March, 1981, the Planning Commission voted to designate only the two towers. This decision was subsequently sustained by the Board of Supervisors and received the Mayor's approval on June 5, 1981. Except for minor alterations, the buildings remain just as they were reconstructed following the 1906 earthquake and fire.¹ Consequently, the existing complex of buildings is a visual landmark which reflects the character of early North Beach industry. Appendix A (pp. 177-181) shows details of the existing complex including elevations, sections, and a site plan.

Finishes and elements inside the brewery of possible historic interest are base-relief, iron oven doors and antique equipment including a large scale with fluted armatures and 18 large, red-enameled malting drums.

Previous Conditions: Historically, the site and surrounding area were occupied by brewers and maltsters since the Lyon Brewery occupied the 500 block of Chestnut Street in 1867. As residential and commercial land uses supplanted

industry, one brewery after another was demolished. The Quarterly Trades Guide and Merchant's Directory for San Francisco listed eleven brewers in North Beach in 1871. In 1906, the Empire Malt House was renovated for Bauer-Schweitzer with equipment based on French designs from the 1860's. Following renovation, the masonry building was almost completely destroyed in the 1906 earthquake and fire, and was subsequently reconstructed using reinforced concrete.² Photographs taken prior to the 1906 renovation show that an 85-foot tall cupola topped Lyon's Brewery, and that the north side of Francisco Street was not yet brought up to grade by 1888. Just north of Francisco was the former location of Meigg's Wharf, while Lyon's Brewery sat atop the former site of Meigg's Sawmill. Figures 17 and 18 (pp. 27, 28) depict details from 1852 and 1857 Coastal Survey Maps. The location of Meigg's Wharf is shown in Figure 18 (p. 28). As Figure 19 (p. 29) shows, the site of the sawmill is completely covered by the existing Bauer-Schweitzer Plant including a portion underneath the towers.

Henry Meiggs was a businessman and early promoter of North Beach, who arrived in San Francisco in 1819 and was elected to the City Council, which he influenced to build streets serving his properties. He bought and filled a number of water and shoreline lots, and in 1853 built the famous 2000-foot wharf bearing his name. Shortly after this, Meiggs built the sawmill which was used to plane and saw redwood brought from his Marin land holdings.³

Artifactual remains pre-dating Meiggs' building activities and the Gold Rush period, with which it coincided, are probably not present at the site. Cultural activity in San Francisco during the Spanish and Mexican periods centered around the Presidio and Mission Dolores, with occasional use of North Beach. Prior to landfilling, the Bay waters immediately north of the Bauer-Schweitzer site were no more than six feet deep, too shallow to provide anchorage for 18th century ocean-going vessels, so the probability of ship remains is remote. Similarly, there is no record of prehistoric sites along the northern waterfront, although it is possible Costanoan Indians may have inhabited the site block.⁴

-
1. Archeo-Tec, Inc., Archaeological Resources at the Francisco Place Development, September 1980 (p. 21). A copy of the full report is on file in the Office of Environmental Review.
 2. Landmarks Preservation Advisory Board, final Case Report for the Bauer-Schweitzer Malting Company, approved January 1, 1981.
 3. Archeo-Tec, Inc., op.cit.
 4. For a more detailed discussion of the likelihood of pre-Gold Rush remains on the site, please refer to Archeo-Tec, Inc., Archaeological Resources at the Francisco Place Development on file with the Office of Environmental Review.

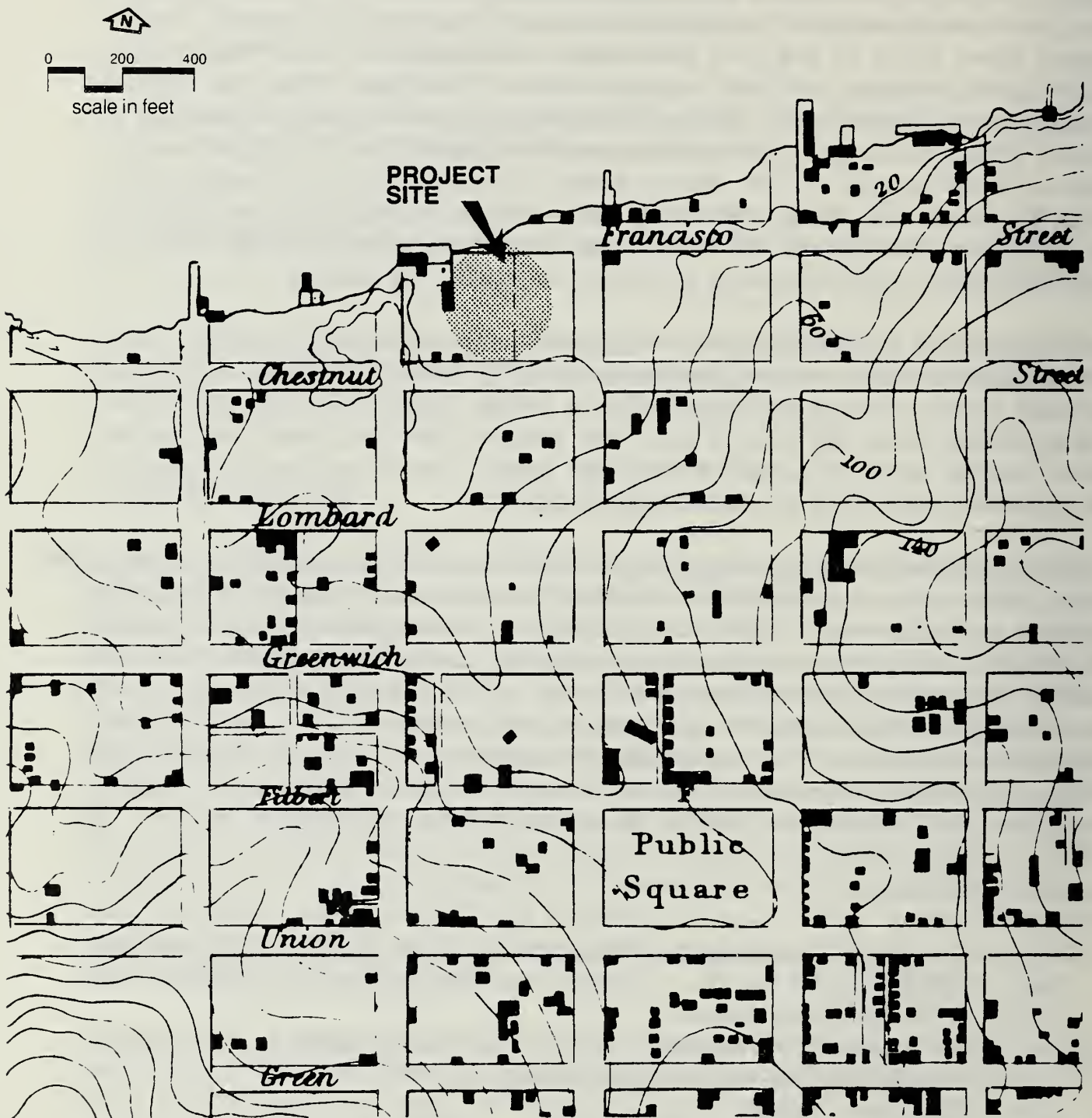


figure 17

DETAIL FROM U.S. COAST SURVEY MAP, 1852

source: Archeo-Tec, Inc.

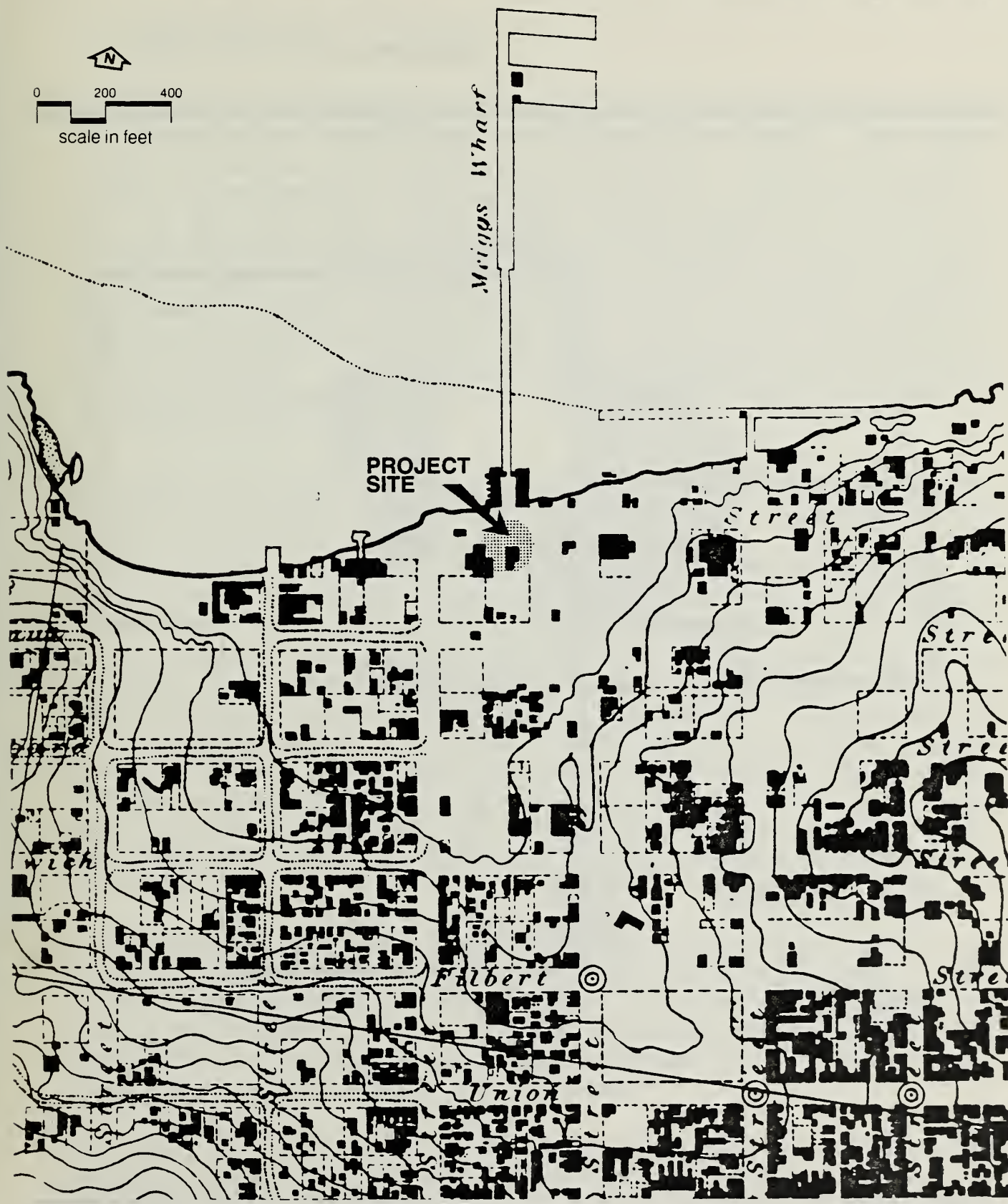


figure 18

DETAIL FROM U.S. COAST SURVEY MAP, 1857

source: Archeo-Tec, Inc.

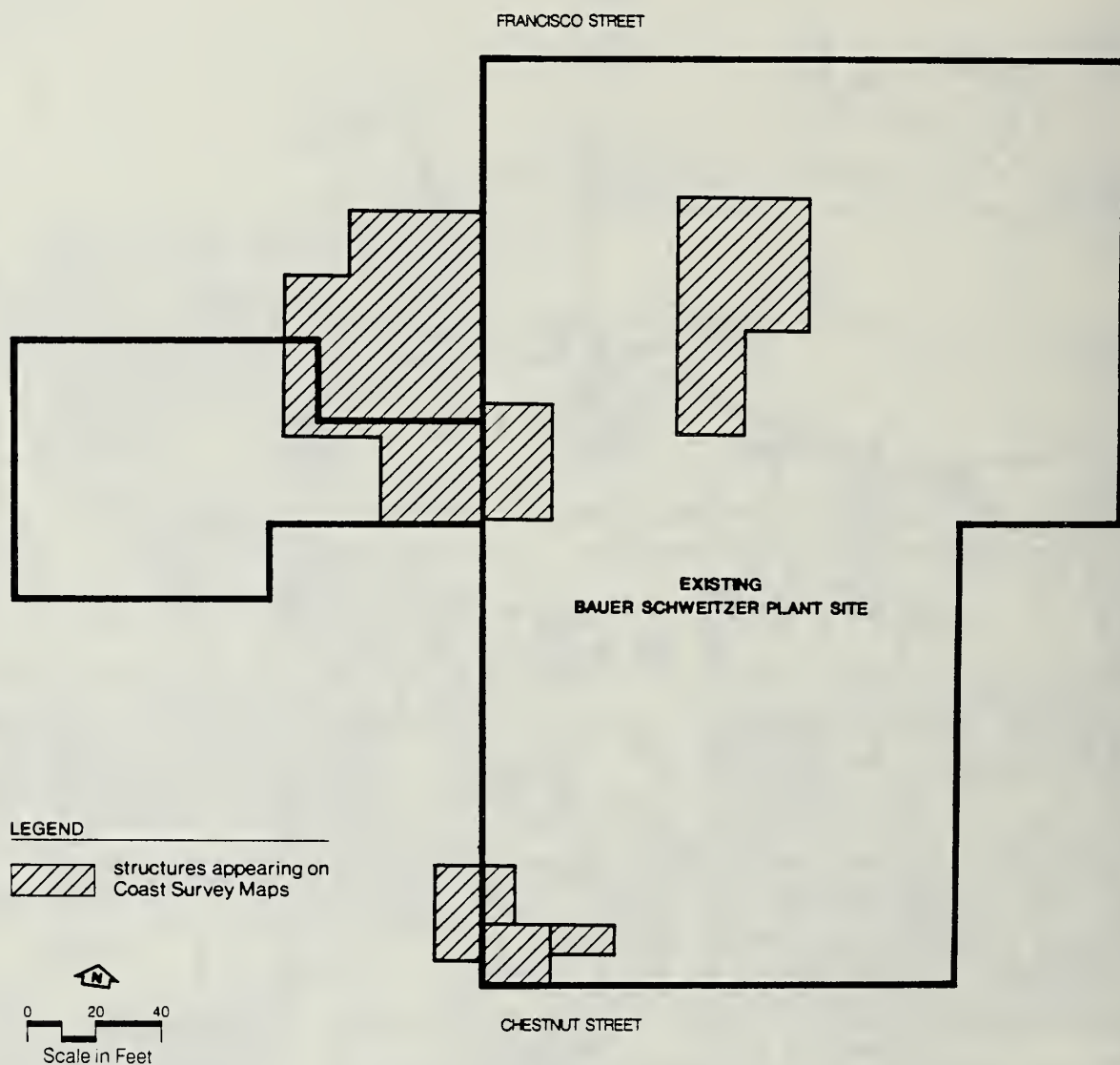


figure 19

LOCATION OF STRUCTURES APPEARING ON 1852 & 1857 COAST SURVEY MAPS

source: Archeo-Tec, Inc.

C. VISUAL QUALITY AND URBAN DESIGN

The visual quality of buildings on the site varies from industrial (towers) to agricultural (silos) to office/warehouse (Chestnut Street facade). The Francisco Street facade has little decoration or articulation. The silos are evocative images to some observers, as they suggest qualities of a vanishing lifestyle or era. On the other hand, some residents consider the entire site to be an eyesore. The Chestnut Street facade has some decorative detail, including a rusticated base (where the lower portion of a structure is composed of rough-hewn building material), a cornice and parapet wall, all of which are similar in style to the adjacent building to the east, which was also constructed for office/warehousing. The white, stucco-covered Victorian residence immediately west of the office/warehouse facade is similar in height, bulk, and material to the Chestnut Street facade.

The malting mill towers rise 92 and 78 feet above Francisco Street, and dominate the block between Mason and Powell (see Figure 20, p. 31). The towers are also visible from Mason Street between Francisco and Chestnut. Neither the towers nor the silos are visible from Chestnut between Powell and Mason except down the alley on Chestnut. Panoramic views of San Francisco Bay, Marin County, Alcatraz Island, Angel Island, Russian Hill, Telegraph Hill and Coit Tower are visible from the top of the towers. These structures were rebuilt in 1906, after the earthquake and fire, and were designed with massive 12-inch thick reinforced concrete walls to prevent collapse in another earthquake. As the towers were built for malt drying and fermentation, they contain few and irregularly spaced windows. The industrial facade is articulated with pilasters (which are columns that pop out from the wall), and parapets. Several pieces of mechanical equipment on the tower roofs add another eight to ten feet of height. The towers cast shadows on residences and commercial facilities on the north side of Francisco Street.

A railroad track spur, which terminates in front of the towers, was used to bring raw materials to the factory. A boxcar was a relatively constant element of the visual environment and contrasted with the residential character of the rest of the blockface. Rail service ended when Bauer-Schweitzer vacated the site. Electric wires supported by armatures on the north facade of the towers accentuate the industrial features of the street.

The height and curved form of the silos contrast with the surrounding urban landscape which is characterized by four story, rectilinear buildings. The towers and silos as seen from higher elevations on Telegraph and Russian Hills are notable forms that stand out from the three and four story buildings that make up most of North Beach. Figure 21 (p. 32) shows the site as seen from the



figure 20

VIEW OF THE TOWERS FROM FRANCISCO STREET

source: Planning Analysis & Development

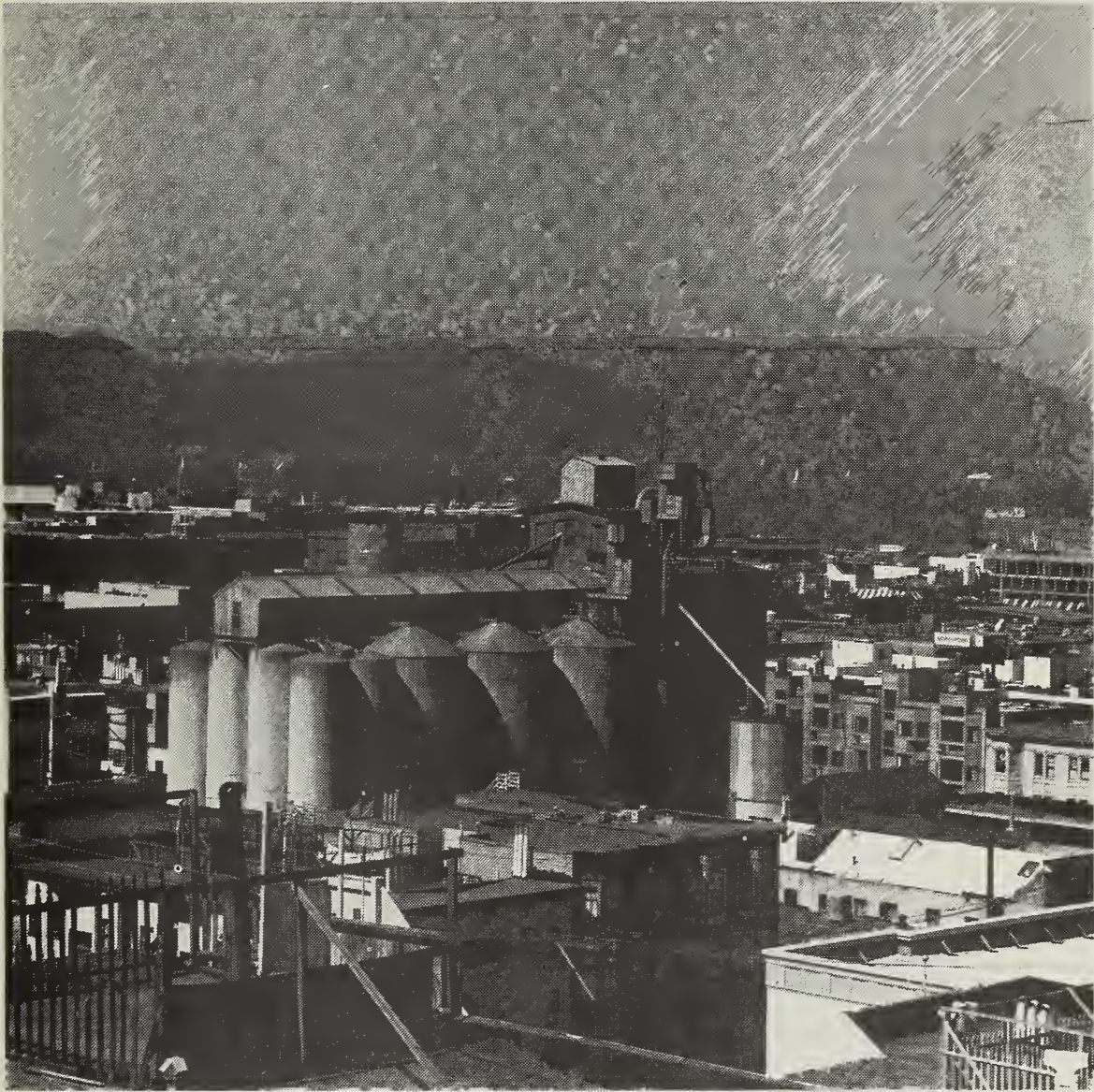


figure 21

VIEW OF THE SITE FROM THE NORTHWEST FACE OF TELEGRAPH HILL

source: Planning Analysis & Development

east on Telegraph Hill. The Chestnut Street buildings are not visible from this location. The towers and silos are not visible from points beyond Telegraph and Russian Hills. Figure 22 (p. 34) shows the silos as seen from the parking lot on Mason. From Lombard Street, the silos and towers block views of the Golden Gate Bridge that would otherwise be visible for some residences.

The malting mill offices are in the two story buildings that front on Chestnut Street. A white stucco facade rises about 30 feet and features rustication, pilasters, cornices and a parapet. The south facade is a similar architectural style to the industrial building (now in commercial use) that abuts it to the east, and is harmonious with the white stucco Victorian residence that abuts it to the west. These structures are shown in Figure 23 (p. 34).

Two of the lots on Mason Street are presently used for parking, although the rear of lot 19 is fenced off and adjoins the El Tapatio Restaurant west of the site on Francisco. An empty boxcar occupies a portion of this lot. The third lot (18) has a wood frame residential building containing one unit.

The site block contains three architecturally significant structures according to the 1976 Architectural Inventory of the San Francisco Department of City Planning and the Junior League of San Francisco's map of the Historic Sites Project. All of the noted structures front on Francisco Street and include a nineteenth century residence on the northwest corner of the site block, the dark, wooden El Tapatio restaurant just west of the site, and a modern office building at the northeast corner of the site block. The 1976 Architectural Inventory rated structures on a scale of 0-5 in terms of architectural merit and urban design. It also established architectural groupings for mapping purposes. The ratings and architectural groupings of structures in the site vicinity are shown in Appendix C (p. 194).

D. TRANSPORTATION

The major traffic facilities in the site area include the Columbus Avenue and Bay Street thoroughfares. Nine Muni lines pass within 3 1/2 blocks of the site, including the 59-Powell and Mason cable car. (See Figure 24, p. 35.) Golden Gate transit buses stop about two blocks from the site and provide access to the North Bay. Pedestrian traffic is generated by shops, the Francisco Junior High School, the Telegraph Hill Community Center and the North Beach Playground.

Traffic: The site is located within two blocks of two major thoroughfares, as designated by the Transportation Element of the Comprehensive Plan.¹ Columbus Avenue provides access to the Financial District and freeways. Bay Street provides access to western parts of the City and to the North Bay.



figure 22
VIEW OF SILOS FROM MASON STREET

source: Planning Analysis & Development



figure 23
VIEW OF EXISTING CHESTNUT STREET FACADE

source: Planning Analysis & Development

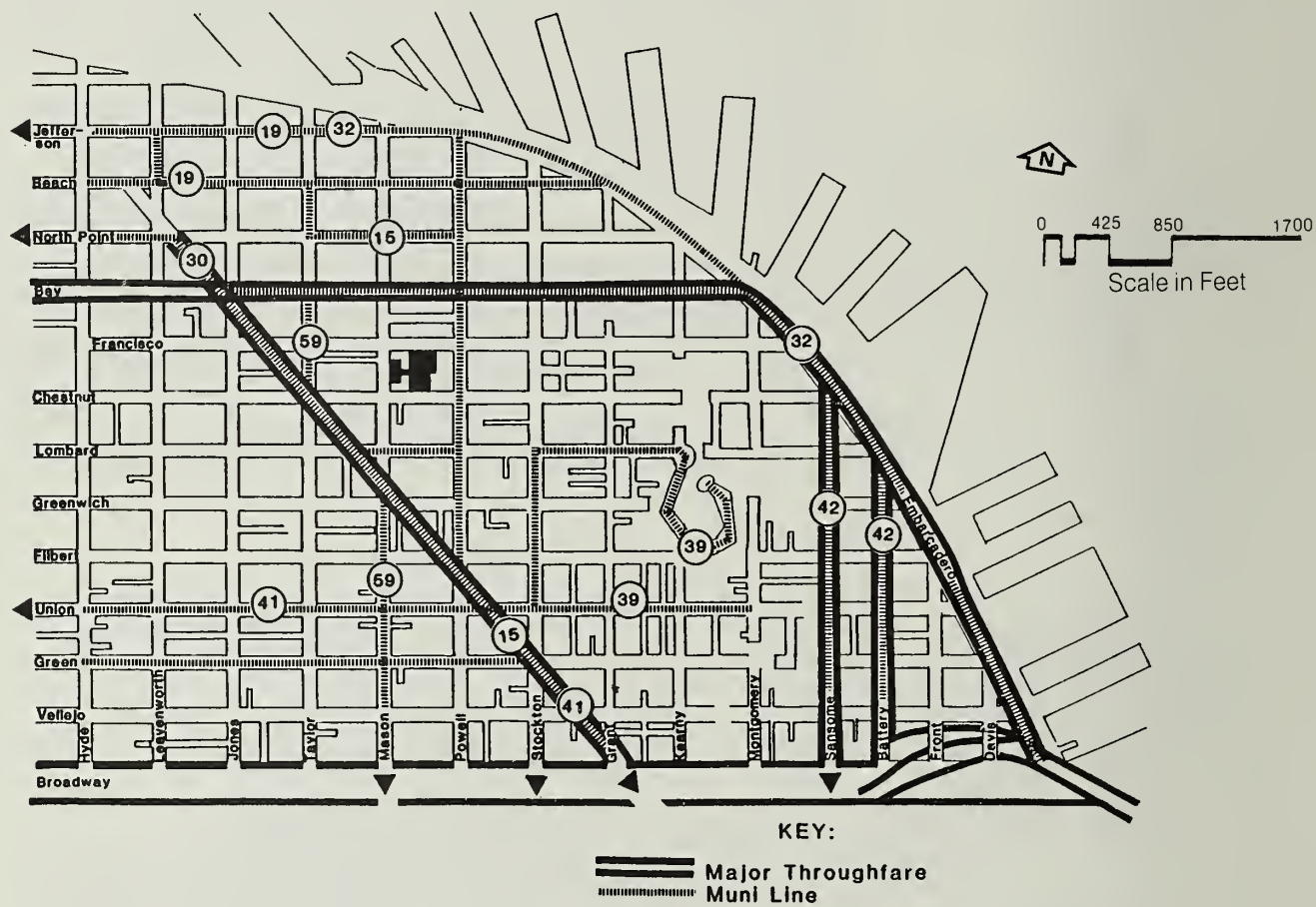


figure 24

TRANSPORTATION NETWORK

source: PRC Voorhees

Three of the four intersections surrounding the site are controlled by two-way signs. These are Francisco/Mason, Chestnut/Powell and Francisco/Powell. The fourth intersection, Chestnut/Mason, is a four-way stop. Figure 25 (p. 37) shows traffic service levels at these four intersections during the peak period of 4:30-5:30 PM.² These volumes are expressed as levels of service, varying from little or no delay (level A) to short delays (level B). Service levels are defined in greater detail in Table B-1 (p. 182) of the Transportation Appendix of this report. Figure 26 (p. 37) shows the number of daily vehicular trips near the site. The highest daily volumes are on Mason (3,740) and Powell (3,840) north of Francisco. The lowest daily volumes are on Chestnut east (850) and west (1,350) of Powell.

Accident occurrence on the streets surrounding the site has been relatively low. No location in the area experienced more than two accidents per year in 1978 and 1979³, nor was any on the City's list of high accident locations for 1980.⁴ In addition, less than 15% of the recorded accidents involved injuries. At no location within the area has the occurrence of high severity or pedestrian accidents been more than a quarter of the annual rates used by the City to identify problem accident locations.⁵

Pedestrian Traffic: Pedestrian flows at the Powell Street crosswalks and along Francisco and Chestnut peak between 3 - 4 PM, while pedestrian flows along Mason Street remain uniformly high throughout the late afternoon. Pedestrian traffic on Mason is more heterogeneous than other streets, and consists of students, commuters and others walking between North Beach, the Columbus Avenue transit corridor and locations north of the site.

Pedestrian service levels can be described in terms similar to those used for vehicular service levels. (See Appendix B, Table B-2, p. 183). Because pedestrians enjoy the right-of-way at all intersections, their flow can usually proceed uninterrupted by vehicular traffic. Thus pedestrian service levels remain at level A/B or better even during the peak 5-minutes of pedestrian traffic.⁶

Pedestrian flows are highest between 3:00 - 3:30 PM when students are dismissed from Francisco Junior High School. The students interfere with vehicular traffic flow and reduce auto service levels. The peak flow of pedestrian and vehicular traffic combined decreases vehicular service levels by one to two grades, and deteriorates to level D (long vehicular traffic delays) at the Francisco westbound approach to Powell. During the peak hour of vehicular traffic (4:30 - 5:30 PM), pedestrians use 3-12% of the intersection approach capacity. Other intersection approaches are in the A range at this time except for the Francisco approaches to Mason and Powell and the Mason northbound approach to Francisco which operate at service level B. Figure 27 (p. 38) shows

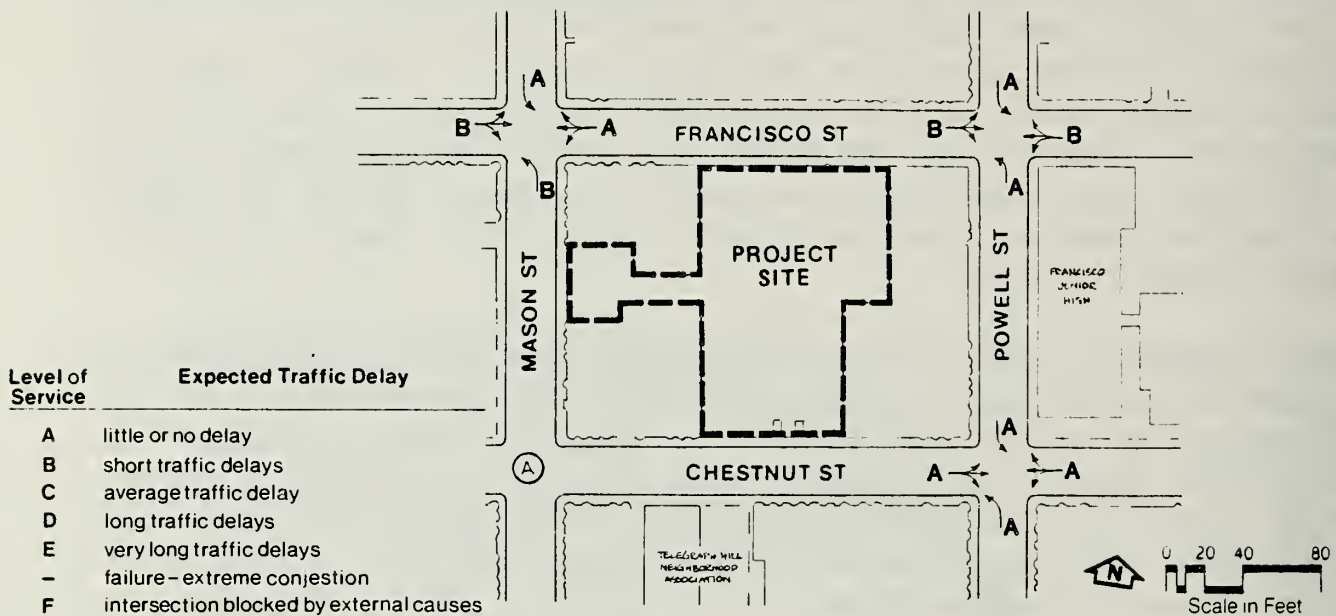


figure 25

PEAK HOUR VEHICULAR SERVICE LEVELS (4:30-5:30)

source: PRC Voorhees

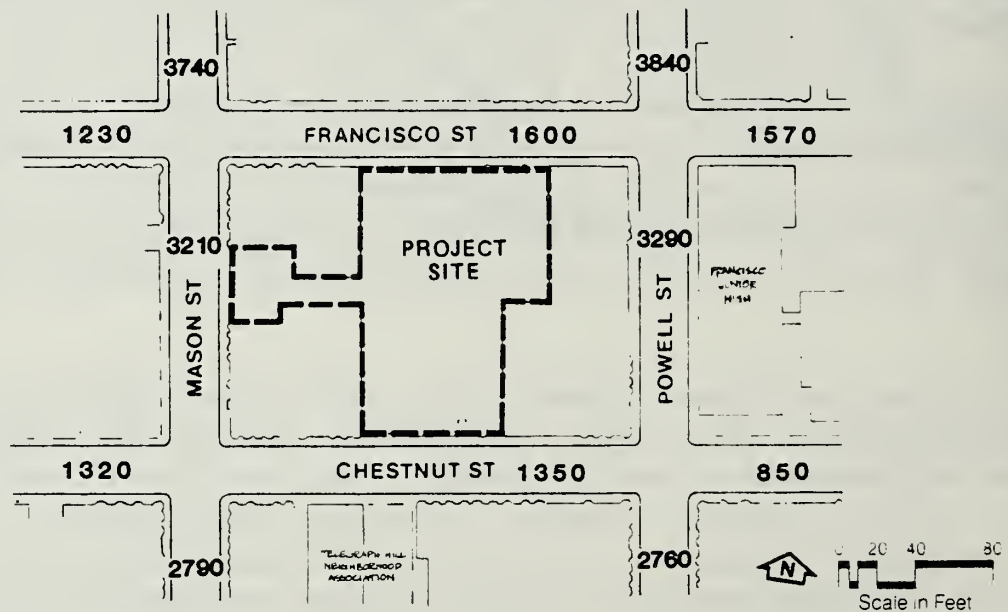


figure 26

EXISTING DAILY TRAFFIC VOLUMES

source: PRC Voorhees

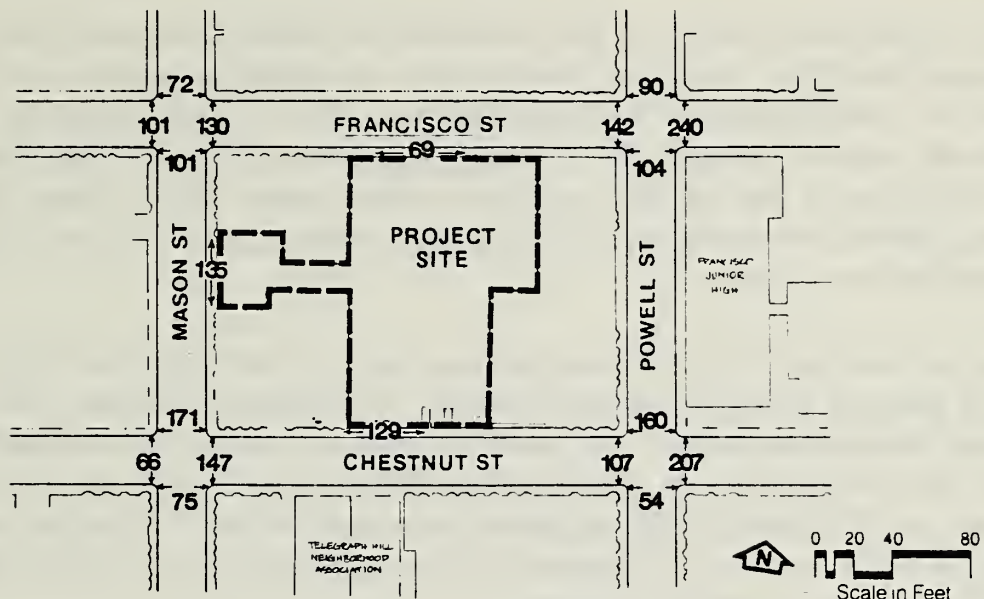


figure 27

PEAK HOUR PEDESTRIAN FLOWS (3:00-4:00 PM)

source: PRC Voorhees

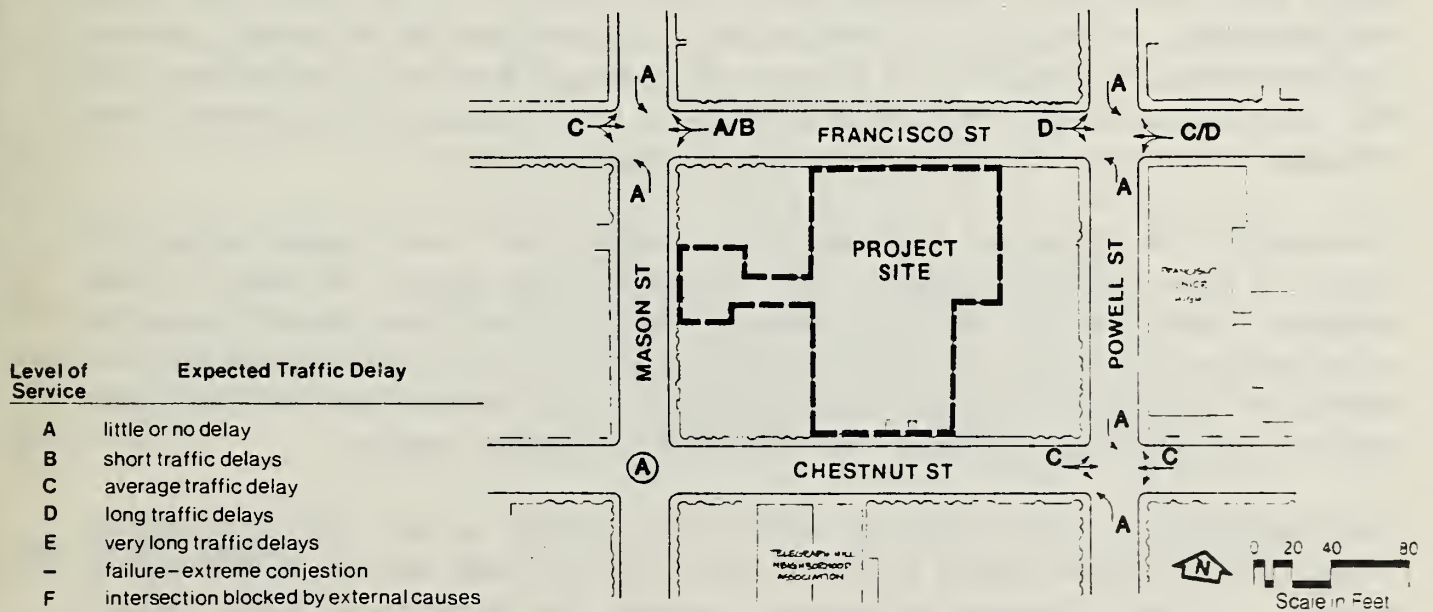


figure 28

PEAK PERIOD COMBINED FLOW OF PEDESTRIANS & VEHICLES (3-3:30 PM)

source: PRC Voorhees

the peak hour pedestrian flows and Figure 28 (p. 38) shows service levels during the combined pedestrian vehicular peak period. Figure 29 (p. 40) shows pedestrian volumes during the peak traffic hour of 4:30-5:30 PM.

- **Parking:** On-street parking in the site area is almost saturated both in daytime and evening periods. Parking conditions on weekend evenings are particularly congested on Powell between Bay and Francisco due to double parking for passenger drop-off and valet services. There are, however, between 180-260 off-street spaces available in pay garages and lots within about three blocks of the site.⁷ These pay spaces are available during peak demand periods, including weekday afternoons and evenings.

The site is located within a residential permit parking area which restricts long-term parking to vehicles with special "A" stickers between 8:00 AM and 9:00 PM, Monday through Saturday. "A" permits can be obtained by residents living in the area, allowing them to park for more than two hours. The "A" permit area ends about 1-1/2 blocks north of the site at Bay Street. Outside the "A" permit area there are a number of nonpermit long and short-term parking spaces on-street as well as in public garages.

A parking survey was conducted during mid-afternoon and evening hours⁸ over the area illustrated in Figure 30 (p. 40). The results are summarized in Table 2 (p. 41) which indicates that there are a total of 270 A-permit spaces within 1.5 blocks of the site. Of these, 259 were occupied between 7-8 PM when people return from work, and 15 vehicles were parked illegally in bus stops, red zones and driveways. Within 2 1/2 blocks of the site there are 761 "A" permit spaces, including the 270 within 1 1/2 blocks. Of these, 718 were filled between 7-8 PM. Overall, more than 90% of the "A" permit and unrestricted spaces were occupied during both the mid-afternoon and evening surveys.

The evening (7-8 PM) survey included 133 non-permit short-term spaces within 2.5 blocks of which 105 were occupied, and 50 unrestricted spaces, of which 46 were occupied. There were 61 vehicles parked illegally in red zones and 60 parked in white and yellow zones. During the evening survey, 43 "A" permit spaces were vacant and 32 unrestricted and short-term spaces were vacant. Stricter enforcement of red zones could exhaust the available non-permit spaces.

The mid-afternoon survey reported similar utilization rates. The locations of unused parking spaces varied by the time of day, although certain patterns were evident. In both afternoon and evening surveys, the majority of nearby vacant spaces were located on the block bounded by Mason, Francisco, Chestnut and Taylor. In the evening, spaces also became available in the area north of Bay Street when the meters and time-limits on the spaces were no longer in effect.

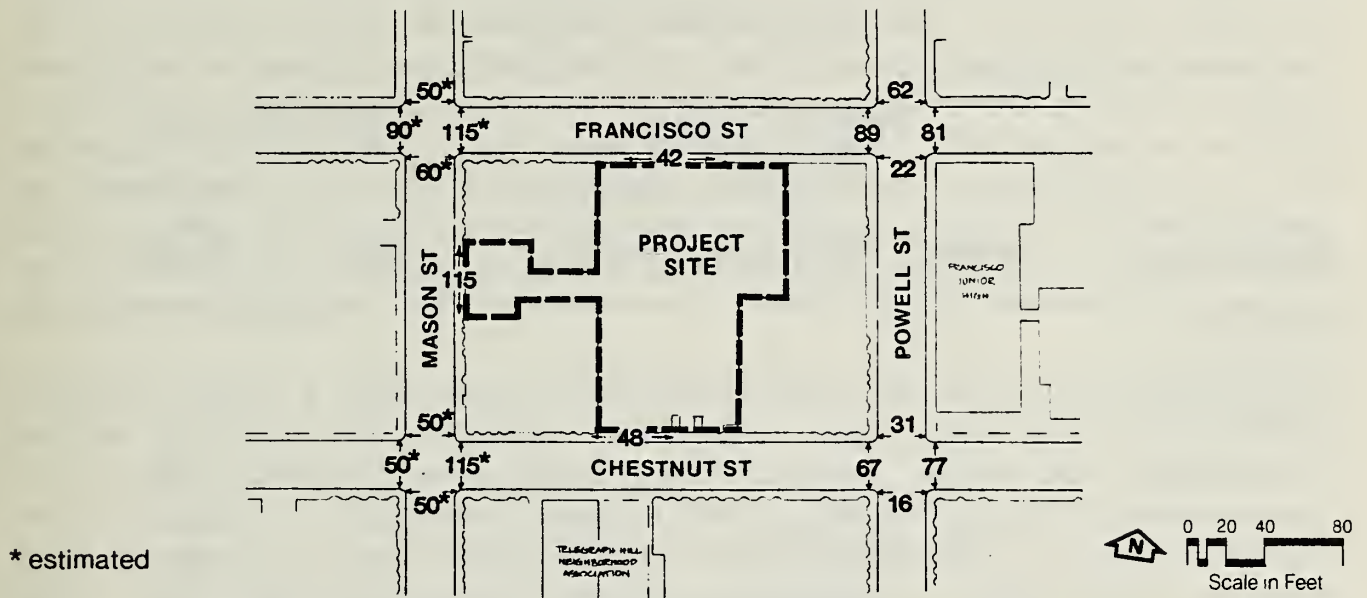


figure 29

PEDESTRIAN VOLUMES DURING PEAK TRAFFIC HOUR (4:30-5:30 PM)

source: PRC Voorhees

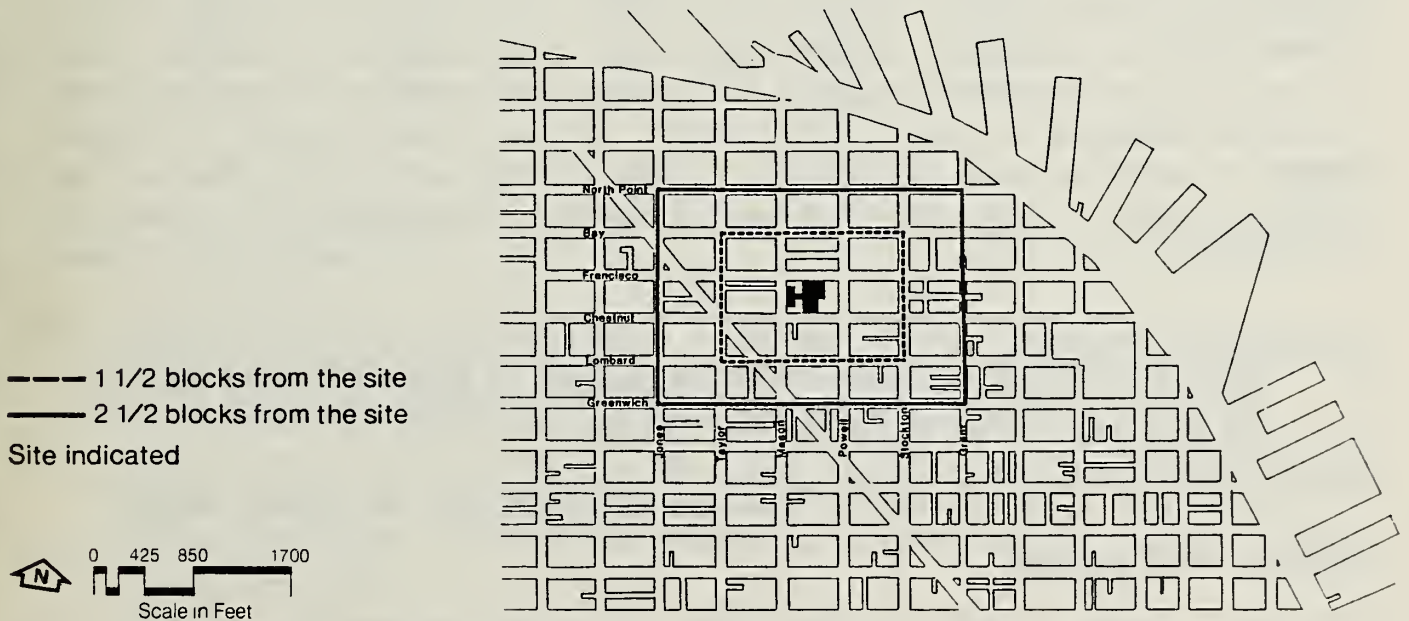


figure 30

PARKING SURVEY AREA

source: PRC Voorhees

Table 2
PARKING SURVEY /1/

<u>Parking Type</u>	Within 1-1/2 Blocks			Within 2-1/2 Blocks	
	Spaces	Occupied in Afternoon	Occupied in Evening	Spaces	Occupied in Evening
<u>Short Term</u>					
Green Curb	7	4	3	18	15
2 hour limit				57	51
1 hour limit				41	29
1 hour meter	<u> </u>	<u> </u>	<u> </u>	<u>17</u>	<u>10</u>
	7	4	3	133	105
<u>A-Permit</u>	270	257	259	761	718
<u>Unrestricted</u>	0	0	0	50	46
<u>Loading Areas</u>					
White Curb	20	18	13	52	28
Yellow Curb	<u>18</u>	<u>9</u>	<u>15</u>	<u>47</u>	<u>32</u>
	38	27	28	99	60
<u>Illegal</u>	-	17	15	-	61
<u>Off-Street Lot</u>	18	17	9	18	9

/1/ Evening parking survey conducted between 7 and 8 PM on Thursday, May 22, 1980; afternoon surveys conducted between 2 and 3 PM on Tuesday, September 30, 1980; and from 3 to 4 PM on Wednesday, May 28, 1980.

SOURCE: PRC Voorhees

- The greatest sources of unused weekday and evening parking in the area are the Northpoint garage on Bay and Mason and the Ramada Inn garage on Bay and Jones. The North Point and Ramada Inn garages are 1-1/2 and 2-1/2 blocks from the site respectively. The 260-space Northpoint garage costs \$8.50 per day to park in and is generally filled on weekends. However, 80 spaces were vacant during the weekday afternoon survey. The evening vacancy rate is generally no less than 160 spaces. The Ramada Inn garage contains about 160 spaces of which 100 are normally vacant on weekday afternoons and evenings.⁹ This garage costs \$6.00 per day to park in and has monthly spaces available for \$60.00 per month. The parking survey also found that there were nine vacant spaces in the 18-space pay lot on Powell at Francisco, about 1/2 block from the site. This lot costs \$3.00 per day to park in.

Transit: Table 3 (p. 43) depicts the nine Muni lines which stop within 2000 feet of the site along with their destinations. All lines connect the site to the Financial District and regional transit carriers, except the 39 which connects the site to Coit Tower and North Beach. The 30, 32 and 42 provide non-transfer service to the Southern Pacific Railroad depot at 4th and Townsend. Table 3 also gives the current ridership and capacity on each line in the peak direction in the peak hour, indicating that none operates at more than 91% capacity.

Muni is implementing its 1981-1986 Five-Year Plan, which calls for several route changes in the project area.¹⁰ The changes, summarized in Table 4 (p. 44), include termination of lines 19 and 30 from the area and conversion of the 32 motor coach to a streetcar line, the E-Embarcadero. One line will be added in the area, the 20 trolley coach, which will replace services eliminated by re-routing or removing the 19 and 30. Table 4 also gives the scheduled peak-hour Muni capacity serving the project area in 1981 and the peak-hour capacity called for under the Five-Year-Plan, indicating that a 20% increase in overall service-capacity is planned.

1. City and County of San Francisco, Department of City Planning, Transportation Element, adopted by Resolution (6834), April 27, 1972.
2. For a complete discussion of existing traffic conditions and expected impacts due to the project, please refer to PRC Voorhees, Francisco Place Project Report on Transportation Impacts, February 2, 1981, September, 1981 and November, 1981, on file with the Office of Environmental Review, 45 Hyde Street, Room 319.
3. Traffic Engineering Division, Department of Public Works, computer tabulation of traffic accidents for the calendar years 1978 and 1979.
4. Traffic Engineering Division, Department of Public Works, Intersection Traffic Accidents Annual Report-January through December 1980, March 5, 1981.

Table 3
MUNI SERVICE IN PROJECT AREA

<u>Line</u> /1/	<u>Direction of travel from site</u>	<u>Destinations</u>	<u>1980 Peak-Hour Volume & Capacity /2/</u>		
			<u>Capacity (incl. standees)</u>	<u>Ridership Volume</u>	<u>Volume/ Capacity</u>
15	South	Downtown, City College	975	887	0.91
19	South	Civic Ctr	825	528	0.64
30	West	Marina	1425	1067	0.75
	South	Downtown, SP Depot			
32	South	Downtown, SP Depot	1050	416	0.40
	West	Aquatic Park			
39	East	Telegraph Hill	n.d./3/	n.d.	n.d.
	South	North Beach			
41	West	Marina	n.d.	n.d.	n.d.
	South	Downtown, Mission			
42	South	Downtown, SP Depot	300	230	0.77
59	South	Downtown	n.d.	n.d.	n.d.

/1/ Lines stopping within 2,000 feet of proposed project, based on MUNI Interim Route Map, June 1981, reflecting Phase 1B alignments.

/2/ Passenger count and capacity data provided by Department of City Planning in Attachment to Guidelines for Environmental Impact Review, Transportation Impacts, October 1980.

/3/ n.d. indicates data not available.

SOURCE: PRC Voorhees

Table 4

**MUNI SERVICE CHANGES IN PROJECT AREA
UNDER FIVE-YEAR PLAN**

Line/1/	Direction of Travel from Site	Destinations Served	Scheduled Peak Hour Capacity /2/	
			1977-79	Five-Year Plan
15	South	Downtown, City College	1080	2160
19	South	Civic Center, SP Depot	540	0 /3/
30	West	Marina	1440	0 /3/
	South	Downtown, SP Depot	1440	0 /3/
32	South	Downtown, SP Depot	720	960 /4/
	West	Aquatic Park	720	960 /4/
39	East	Telegraph Hill	216	216
	South	North Beach	216	0 /3/
41	West	Marina	1080	1440
	South	Downtown, Mission	1080	1440
42	South	Downtown, Bay View	360	864
59	South	Downtown	600	420
Added				
20	West	Fort Mason	-	1440
	South	Downtown, Bernal Heights	-	1440
			<u>9,492</u>	<u>11,340</u>

/1/ Lines stopping within 2,000 feet of proposed project.

/2/ Muni Five-Year Plan 1981-1986, May 15, 1981. Service frequencies from pp. 2-60 through 2-67; capacities including 50% standees are 72 per trolley and motor coach, 60 per cable car, and 120 on the E-line (line 32).

/3/ Line discontinued or removed from area.

/4/ Conversion to "E" street car service.

SOURCE: PRC Voorhees

5. Traffic Engineering Division, Department of Public Works, Accident Problem Identification Program, Office of Traffic Safety Project No. 097805, May, 1980.
6. The peak five-minute flow was 80 pedestrians recorded in the Powell Street crosswalk on the north-side of Chestnut between 3:05 and 3:10 P.M. This translates to two pedestrians/foot/minute in the eight-foot crosswalk.
7. This does not include the parking area on the project site, lot 19, which is leased and not available to neighborhood residents.
8. Parking survey conducted by PRC Voorhees, 7-8 PM on May 22, 1980; 3-4 PM on May 28, 1980; and 2-3 PM on September 30, 1980.
- 9. Conversations with the garage operators, May 26, 1980, and April 12, 1982.
10. San Francisco Municipal Railway, Five-Year-Plan 1981-1986, May 15, 1981.

E. AIR QUALITY

The Bay Area Air Basin is a non-attainment area for ozone and carbon monoxide, and San Francisco is a non-attainment area for particulates. The standards for these pollutants are expected to continue to be exceeded in the near future. A regional Air Quality Plan was recently adopted by the Association of Bay Area Governments (ABAG) which establishes control strategies to attain and maintain air quality standards by 1982 and 1987.¹

The Bay Area Air Quality Management District operated an air quality monitoring station at 939 Ellis Street, about 1.5 miles from the site. In 1980, this station was moved to 900 - 23rd Street, about four miles from the site. A four-year summary of air quality measured at these stations appears in Table 5 (p. 46). In 1979 there was a total of two exceedences of the 8-hour carbon monoxide standard of 9 ppm and one exceedence of the particulate standard of 100 micrograms per cubic meters. In 1980, there were no exceedences of the carbon monoxide standard and six exceedences of the particulate standard.

1. Association of Bay Area Governments, Bay Area Air Quality Maintenance District, and Metropolitan Transportation Commission, 1979 Bay Area Air Quality Plan, January, 1979.

Table 5

SAN FRANCISCO AIR POLLUTANT SUMMARY, 1977 - 1980

STATION: 939 Ellis Street, San Francisco; 900 - 23rd Street (1980)*

<u>POLLUTANT</u>	<u>STANDARD</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
Ozone (O ₃) (Oxidant)					
1-hour concentration(ppm/ <u>a</u>):					
Highest hourly average	(0.08) 0.12/ <u>b</u> /, <u>c</u> /	0.05	0.11	0.08	0.09
Number of standard excesses		(0) 0	(4) 0	0	0
Expected Annual Excess/ <u>c</u> /		0.3	0.3	0.0	0.0
Carbon monoxide (CO)					
1-hour concentration (ppm):					
Highest hourly average	35/ <u>b</u> /	16	17	20	-
Number of standard excesses		0	0	0	0
8-hour concentration (ppm):					
Highest 8-hour average	9/ <u>b</u> /	8.9	9.4	13.8	7.5
Number of standard excesses		0	1	2	0
Nitrogen dioxide (NO ₂)					
1-hour concentration (ppm):					
Highest hourly average	0.25/ <u>d</u> /	0.21	0.30	0.16	0.17
Number of standard excesses		0	4	0	0
Sulfur dioxide (SO ₂)					
24-hour concentration (ppm):					
Highest 24-hour average	0.05/ <u>d</u> /	0.035	0.024	0.034	0.018
Number of standard excesses/ <u>e</u> /, <u>f</u> /		0	0	0	0
Total suspended particulate (TSP)					
24-hour concentration (ug/m ³ / <u>g</u>):					
Highest 24-hour average	100/ <u>d</u> /	105	128	117	-
Number of standard excesses/ <u>f</u> /		1	1	1	6
Annual concentration (ug/m ³):					
Annual Geometric Mean	60/ <u>d</u> /	41	42	42	52
Annual standard excess		No	No	No	-

/*/ Monitoring station was moved to 23rd Street location in 1980.

/a/ ppm: parts per million.

/b/ National standard, not to be exceeded more than once per year (except for annual standards which are not to be exceeded).

/c/ The national ozone standard was revised from 0.08 ppm to 0.12 ppm in January 1979. The number of excesses shown in parentheses is of the old 0.08 ppm standard in effect at the time. Expected Annual Excess is a three-year average of annual excesses of the new 0.12 ppm standard.

/d/ California standard, not to be equalled or exceeded.

/e/ The sulfur dioxide standard is considered to be exceeded only if there is a concurrent excess of the state ozone or suspended particulate standards at the same station. Otherwise, the national standard of 0.14 ppm applies.

/f/ Number of observed excess days (measurements taken once every six days).

/g/ ug/m³: micrograms per cubic meter.

SOURCE: BAAQMD, 1977 - 1979, Contaminant and Weather Summaries, and Air Pollution in the Bay Area by Station and Contaminant, 1980.

F. NOISE

Transportation is the predominant source of noise in San Francisco. In the vicinity of the site, automobiles and buses are the main noise generators. When noise measurements were taken in June 1980, construction work on the north side of Francisco between Mason and Powell added to the ambient noise level of the area. The daytime operation of the malting mill was a noise source, and occasional helicopter and aircraft flyovers continue to affect ambient noise levels.

Existing background noise levels were measured at four locations on and near the site as illustrated in Figure 31 (p. 48). Along Chestnut Street (position 1), 24-hour continuous measurements were taken between 3:30 PM, June 18, 1980, (Wednesday) and 3:30 PM, June 19, 1980 (Thursday). As indicated in Table 6 (p. 49) the noise level in dBA¹ was 65 L_{dn}. (See p. 49 for a description of noise measures).

Additional 15 minute measurement samples were taken between 7-9 AM and 4-6 PM at position 2 along Mason between Chestnut and Francisco, position 3 along Francisco between Mason and Powell and at position 4 along Powell between Chestnut and Francisco. The morning and afternoon noise levels at these positions vary between 57-68 L₉₀, which is the noise level that is exceeded 90% of the time, a measure similar to L_{dn} except that L_{dn} is based on 24-hour continuous noise measurement. Table 6 also shows the equivalence in dBA of L₉₀ to L_{dn}. The greatest noise level is 69 L_{dn} at position 4 on Powell between Chestnut and Francisco.

The Environmental Protection Element of the Comprehensive Plan contains estimated background noise levels of 65 dBA (measured in L_{dn}) for Powell between Chestnut and Francisco.² This is 4 dBA lower than the 69 dBA (L_{dn}) estimated for position 4.

-
1. The dBA (A-weighted decibel) is a quantity, in decibels, read from a sound-level meter switched to the weighting scale labeled "A". The A-scale discriminates against the lower-frequency sounds to approximate the auditory sensitivity of the human ear.
 2. San Francisco Department of City Planning, Environmental Protection Element, p.18, adopted by Resolution 7244 of the City Planning Commission on May 24, 1974.

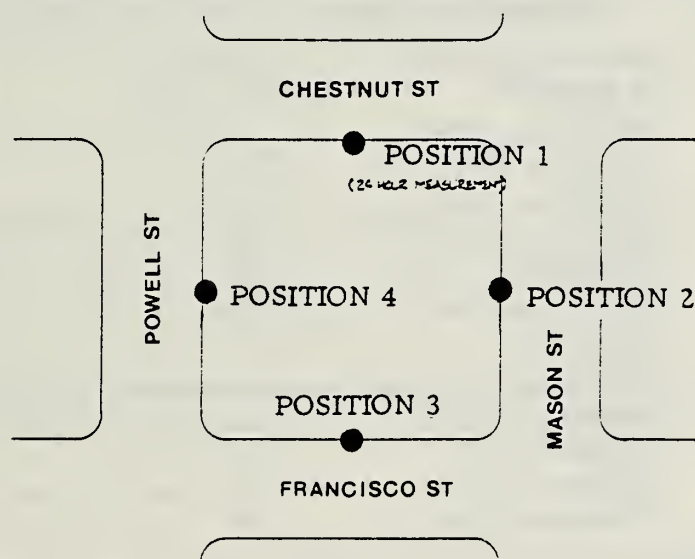


figure 31

NOISE MONITORING POSITIONS

source: Paoletti/Lewitz / Associates, Inc.

Table 6

EXISTING AMBIENT NOISE LEVELS IN DBA

<u>Measurement Location</u>	<u>24-Hours Time Period</u>	<u>L_{dn} 2/</u>	<u>CNEL 3/L_{eq}(24) 4/</u>		
Position 1	3:30 PM, Wednesday 18 June 1980	65	66	62	
Chestnut between Mason & Powell	to 3:30 PM, Thursday 19 June 1980				
<u>Measurement Location</u>	<u>15 Minute Time Period</u>	<u>L₁₀</u>	<u>L₅₀</u>	<u>L₉₀</u>	<u>L_{eq} L_{dn} 5/</u>
Position 2	8:00 AM - 8:15 AM 18 June 1980	68	60	57	63
Mason between Chestnut & Francisco	4:40 PM - 4:55 PM 23 June 1980	65	60	57	63
Position 3	8:30 AM - 8:45 AM 18 June 1980	67	65	63	65
Francisco between Mason & Powell	5:00 PM - 5:15 PM 23 June 1980	72	70	68	70
Position 4	8:15 AM - 8:30 AM 20 August 1980	74	62	58	69
Powell between Chestnut & Francisco	5:00 PM - 5:15 PM 20 August 1980	74	63	56	69

Notes

- 1/ See Paoletti/Lewitz/Associates, Inc., Acoustical Study for Francisco Place, for complete graphs of the L₁₀, L₅₀, L₉₀, and L_{eq} sound levels for each hourly interval during the measurement period, on file at Office of Environmental Review.
- 2/ The L_{dn} (day-night equivalent sound level) is a 24 - hour average sound level with a 10 - dBA penalty added to the sound levels measured during the 9 night-time hours between 10 PM to 7 AM. This allows for people's increased sensitivity to noise at night.
- 3/ The CNEL (Community Noise Equivalent Level) is similar to the L_{dn} except that a 5 - dBA penalty is added to the sound levels measured during the 3 evening hours from 7 PM to 10 PM in addition to the 10 dBA penalty added to the 9 night-time hours from 10 PM to 7 AM.
- 4/ The L_{eq} (equivalent sound level) is the steady-state, or constant, noise level that would convey the same noise energy as the time-varying noise at the measurement location in the same measurement time period. L_{eq}(24) is the equivalent sound level measured over a 24-hour period.
- 5/ For each hour during the day, the noise levels exceeded 10% (L₁₀), 50% (L₅₀), and 90% (L₉₀) of the time are noted. These three descriptors are commonly used to describe the peak (L₁₀), average (L₅₀), and ambient (L₉₀) noise levels of a particular environment.

G. ENERGY

Pacific Gas and Electric Company (PG&E) supplied Bauer-Schweitzer with gas and electricity. The 1979 energy consumption pattern for the malting mill and offices is presented in Table 7 (below). A period of low gas and electrical consumption occurred in September and October 1979 when malting operations were cut back and mechanical equipment was cleaned. This did not occur seasonally or every year.

Table 7

ENERGY CONSUMPTION FOR THE BAUER-SCHWEITZER MALTING MILL

	Gas (BTU x 10 ⁸) /1/	Electricity (KWH) /2/
January	44	112,000
February	41	100,000
March	42	107,000
April	42	102,000
May	42	107,000
June	42	120,000
July	41	117,000
August	42	119,000
September	9	87,000
October	13	11,000
November	42	104,000
December	43	104,000

/1/ BTU: British Thermal Unit, a standard unit for measuring heat. Technically, it is the quantity of heat required to raise the temperature of one pound of water 1° Fahrenheit (251.98 calories) at sea level.

/2/ KWH: Kilowatt Hour - The quantity of electricity delivered in one hour at the rate of one kilowatt (1,000 watts). Ten 100-watt light bulbs burning for one hour use one kilowatt hour.

SOURCE: Bauer-Schweitzer PG&E bills, 1979

H. GEOTECHNICAL

According to the Community Safety Element of the Comprehensive Plan, the site lies in a special geologic study area where there is potential for ground failure hazards. The site area is also in an area of potential subsidence hazard, and would experience moderate damage in a 1906-type earthquake.¹

An 1852 topographic map of the City of San Francisco shows the early shoreline of the Bay in the vicinity of Francisco Street (See Figure 17, p. 27). Today the site is about one half mile from San Francisco Bay. There are no creeks, lakes or other surface waters on the site. Exploratory borings on the site found ground water at levels of five to ten feet below the surface. However, the borings may not have been left open long enough to establish equilibrium groundwater conditions. In addition, fluctuations in the groundwater level may occur due to variations in rainfall, temperature and factors not evident at the time measurements were made.²

-
1. City and County of San Francisco, Department of City Planning, Community Safety Element of the Comprehensive Plan, adopted by Resolution 7241, September 12, 1974.
 2. Peter Kaldveer & Associates Inc., Foundation Investigation Mason Street Apartments, January 11, 1980, on file at the Office of Environmental Review.

I. COMMUNITY SERVICES

Fire: Fire protection services are provided by the San Francisco Fire Department, Station 28 at 14 Stockton Street, about two blocks east of the site. Response time to fire alarms is less than three minutes.¹

Police: The site is served by the Central Station of the San Francisco Police Department located on Vallejo west of Columbus. According to Police Department crime statistics for 1980, the site is in a high crime area (Reporting Area 314). Of 540 total reported incidents in 1980, there were 43 strong-arm and weapon robberies, 40 assaults, 65 burglaries, 195 thefts and 189 other reported crimes. The area is comparatively well served in terms of patrol services.²

Water: Water for the City is provided by the Hetch-Hetchy and San Francisco Water Department System via the Crystal Springs Lake or bypass and the San Andreas Reservoirs. The Francisco Reservoir at Francisco between Hyde and Larkin serves the site area, and has a capacity of 2.5 million gallons.³ A six-inch water main runs underneath Chestnut Street in the vicinity of the site.

Sewer: Sewer mains underneath the streets bordering the site are all three to five foot brick sewers with the exception of a 60-inch main on Francisco between Mason and Powell. Wastewater and storm-flow is transported to the City's Northpoint plant.⁴

Other Services: The closest hospitals to the site are the Chinese Hospital on Jackson between Stockton and Powell and St. Francis Memorial Hospital at 900 Hyde Street. The closest parks are Moscone Park at Chestnut and Buchanan and the North Beach Playground, two blocks south of the site. Public schools serving the site include Raphael Weill Elementary School at 1501 O'Farrell, Francisco Middle School at 2190 Powell, and Galileo High School at 1150 Francisco. The public library operates a North Beach Branch at 2000 Mason Street.

-
1. Joseph Sullivan, Chief of Support Services, written communication, April 21, 1981.
 2. Sergeant James Farrell, Planning & Research Division of the Police Department, written communication, November 20, 1981.
 3. Ken Wong, Associate Engineer, San Francisco Water Department, telephone conversation, April 4, 1981.
 4. Donald Hayashi, City and County of San Francisco, Clean Water Program, Sanitary Engineering Department, telephone conversation, August 3, 1981.

J. FISCAL AND ECONOMIC FACTORS

Bauer-Schweitzer employed about 20 industrial and office workers at the site. The rental house on Mason Street contains one dwelling unit. In fiscal year 1980-1981, property tax for the malting mill was \$30,750 and for lots 17, 18, 19 was \$9,017. Of the combined \$39,767, 85% (\$33,802) went to the City and County of San Francisco, 7% (\$2,784) went to the Unified School District, 6.8% (\$2,704) went to BART, 1.1% (\$437) went to the Community College District and 0.1% (\$40) went to the Bay Area Air Quality Management District. Payroll tax for the mill was \$7,078 in calendar year 1980. Utility users taxes generated another \$18,347 in calendar year 1980.

IV. ENVIRONMENTAL IMPACTS

Pursuant to Section 15080 of the California Environmental Quality Act (CEQA), an Initial Study was prepared for the proposed Francisco Place project on February 6, 1981. In accordance with Section 15141 (e) and (f) of the CEQA guidelines, the Environmental Impact Report (EIR) focuses only on those effects which were considered to be potentially significant by the Office of Environmental Review and so indicated in the Initial Study. (See Appendix E, pp. 202-210). Based on the Initial Study, the following effects of the proposed project have been determined to be insignificant or have been mitigated to a level of insignificance, and therefore are not addressed in the EIR: operational noise, biology, topography, hazardous uses, and health hazards. Reasons for determining these effects insignificant are contained in Appendix E of this report.

A. LAND USE AND PLANNING CONSIDERATIONS

Policies stated in the Residence Element of the Comprehensive Plan include the following:¹

- Preserve and expand the supply of low- and moderate-income housing (Objective 4, Policy 1);
- Encourage economic integration (Objective 5, Policy 2);
- Ensure the availability of quality rental housing (Objective 5, Policy 3).

The site is in the Chinatown/North Beach Neighborhood Strategy Area of the 1982 Community Development Program and Housing Assistance Plan.² Objective 1 for this strategy area states the following:

- Maximize housing opportunities for low- and moderate-income residents of the Chinatown/North Beach area.
- The provision of 12 moderate income units on the site could, if subsidies are available, be responsive to these policies.

Policies stated in the Commerce and Industry Element of the Comprehensive Plan include the following:³

- Seek to retain existing commercial and industrial activity and to attract new such activity to the City (Objective 2, Policy 1);
- Promote the multiple use of neighborhood commercial areas with priority given to neighborhood-serving retail and service activity (Objective 8, Policy 1).

Although the project would replace a previous industrial use, it would attract new commercial activity to the City. The project would be mixed use although not necessarily a neighborhood-serving activity, as professional offices and other services are expected to occupy the office space.

- The project would add 40 dwelling units and 10,000 square feet of occupied office space in the malting towers and retain one of the silos as a circulation core for the use of the towers. Four new buildings containing 53 dwelling units, 38,000 sq. ft. of offices, two below-grade floors of parking and an additional parking area on the first level would be constructed.
- The Planning Code requires 25% of the depth of the lot to be rear yard.⁴ The configuration of the rear yard may vary with a PUD. As shown in the landscape plan (Figure 14, p. 20), the "rear yard" would extend throughout the center of the site. About 19,000 sq. ft. or 35% of the site would be dedicated to common usable open space, including gardens, walkways and terraces, all of which would be accessible only to project tenants and their visitors. Another 7,500 sq. ft. is dedicated to private open space on patios and balconies, when about 5,600 is required.⁵ The provision of open space would fulfill Planning Code requirements stating that for Planned Unit Developments open space usable by the occupants must be provided at least equal to the open spaces required by the Code. Also, where appropriate, open space must be provided for the use of the general public (Section 304(d)). The common usable open space would be accessible only to project tenants and their visitors in order to retain project security and tenant privacy. Further design details and aesthetic qualities would be developed by a landscape architect at a later stage of project development.

The 93 residential units would be 168 units less than the 261 permitted for a Planned Unit Development.⁶ Without Planned Unit Development designation, the site could be developed with 131 dwellings.⁷ Thus, the project would result in a 29% reduction in allowable density without consideration of the PUD provisions.

With Conditional Use authorization, office space could be provided above the first level and up to 188,992 sq. ft. of office space could be developed in addition to dwelling units.⁸ The 48,000 sq. ft. proposed by the sponsor would be 77% less than that allowed by the Planning Code as a conditional use. The site could not be economically developed with more than about a 5% increase of the 191 parking spaces proposed, as the cost of excavation below 30 feet is considered prohibitive by the sponsor. This limits the capacity of the site in accommodating more intensive residential and office use.

Because the site is in a 40-foot height district, the two towers, which are 92 and 78 feet high, and the silo which is 70 feet high would continue to be non-complying structures. These structures are allowed to remain on the site, provided renovation does not enlarge or alter them in a manner that would increase their non-compliance.⁹

In general, the project would contribute to a long-standing land use trend in North Beach, which is shifting away from industrial to residential and commercial uses. The residential density of the towers would be similar to that of multifamily residences found north of Bay Street. The lower density units proposed for Chestnut Street would be more in keeping with the low rise character on that block.

- Cumulative land use impacts of this and other projects would continue the land use succession process from industrial to residential and commercial uses. Residential units in the project would satisfy some of the City's housing demand, and could attract residents to the City who do not live there now. As consumers of neighborhood commercial goods and services, new residents would generate greater demand on existing community services in the area. The non-neighborhood supporting office uses that would be expected in the project would contribute to an on-going trend towards citywide and region-serving commercial uses apparent in this portion of North Beach. In addition, the amount of office space in the project could have a precedential effect on the development of projects with a greater amount of office space than currently found in North Beach.

-
1. City and County of San Francisco Department of City Planning, Residence Element, adopted by Resolution 7417, December 11, 1975, (p. 3).
 2. City and County of San Francisco, Mayor's Office of Community Development, 1982 Community Development Program and Housing Assistance Plan: Preliminary Program, July 1981, (p. 24).
 3. City and County of San Francisco, Department of City Planning, Commerce and Industry Element of the Comprehensive Plan, adopted by Resolution 8001, June 29, 1978, (pp. 2-3).
 4. Section 134(a) of the City Planning Code.

5. Section 135(d), Table 3 of the City Planning Code.
6. Sections 303 and 304 of the City Planning Code.
7. Section 209.1(k) of the City Planning Code.
8. Section 124, Table 1 of the City Planning Code: 52,498 sq. ft. x 3.6 FAR = 188,992 sq. ft..
9. Section 188 of the City Planning Code.

B. HISTORIC RESOURCES

Archaeological investigation of the site, historical documents and boring logs suggest that there may be remains of Meiggs' Sawmill and a variety of cultural materials from the 1860s and 1870s preserved beneath the existing buildings. Foundations for the west side of the sawmill extended eight feet below sidewalk grade, which indicates sawmill remains and those of other early buildings may not have been damaged by construction of the present Bauer-Schweitzer plant. Any sawmill remains under and within twenty feet of the towers would be undamaged by the project, as there would be no excavation in such areas. This is shown in Figure 32 (p. 57). Consequently about 50% of the area covered by Meigg's Sawmill as located by 1852 and 1857 Coast Survey maps¹ could be affected by the project.

On the three lots to the west of the malting mill (lots 18, 19, 20), the 1891 Sanborn map indicates the presence of three residential buildings which could be impacted by construction of the garage ramp. These structures were destroyed by the 1906 fire following the earthquake, so only rubble and ash-filled basements could be encountered during excavation for the access ramp. At the eastern-most end of the proposed ramp, there may be remains of a large unidentified building indicated on the 1857 Coast Survey map, five to ten feet below the present surface of the site, where excavation for the project would be about 25 feet deep. Construction of the existing malting mill with its sunken first floor would have removed all traces of the antecedent Lyon's Brewery, unless that building had a 10-12 foot or deeper basement.² Boring data suggests that remains of 1850's houses along Chestnut Street, as indicated on Coast Survey maps, may exist beneath the basement of the Chestnut Street building, at a depth of 10-11 feet below street grade, which could be impacted by new construction.

Impacts on the Bauer-Schweitzer malting mill itself would include the demolition of a corrugated metal shed on Francisco, a wood frame antique storehouse, two two-story masonry office and warehouse buildings fronting on Chestnut Street, 13 silos, and a wood frame house on Mason. Industrial equipment that would be removed includes turn-of-the-century kilns, ovens, malting drums and malt bins. There would be a loss of original material for the towers, which are designated a City landmark. The adaptive reuse of them as housing would change their appearance and character. Due to designation of the towers as a landmark, a Certificate of Appropriateness would be required for the proposed alterations.

1. Archeo-Tec, Inc., Archaeological Resources, op. cit., p. 23.

2. Normal basements of this period ranged from eight to nine feet deep, according to Jack Pritchett, Archeo-Tec, Inc., telephone conversation, August 6, 1981.

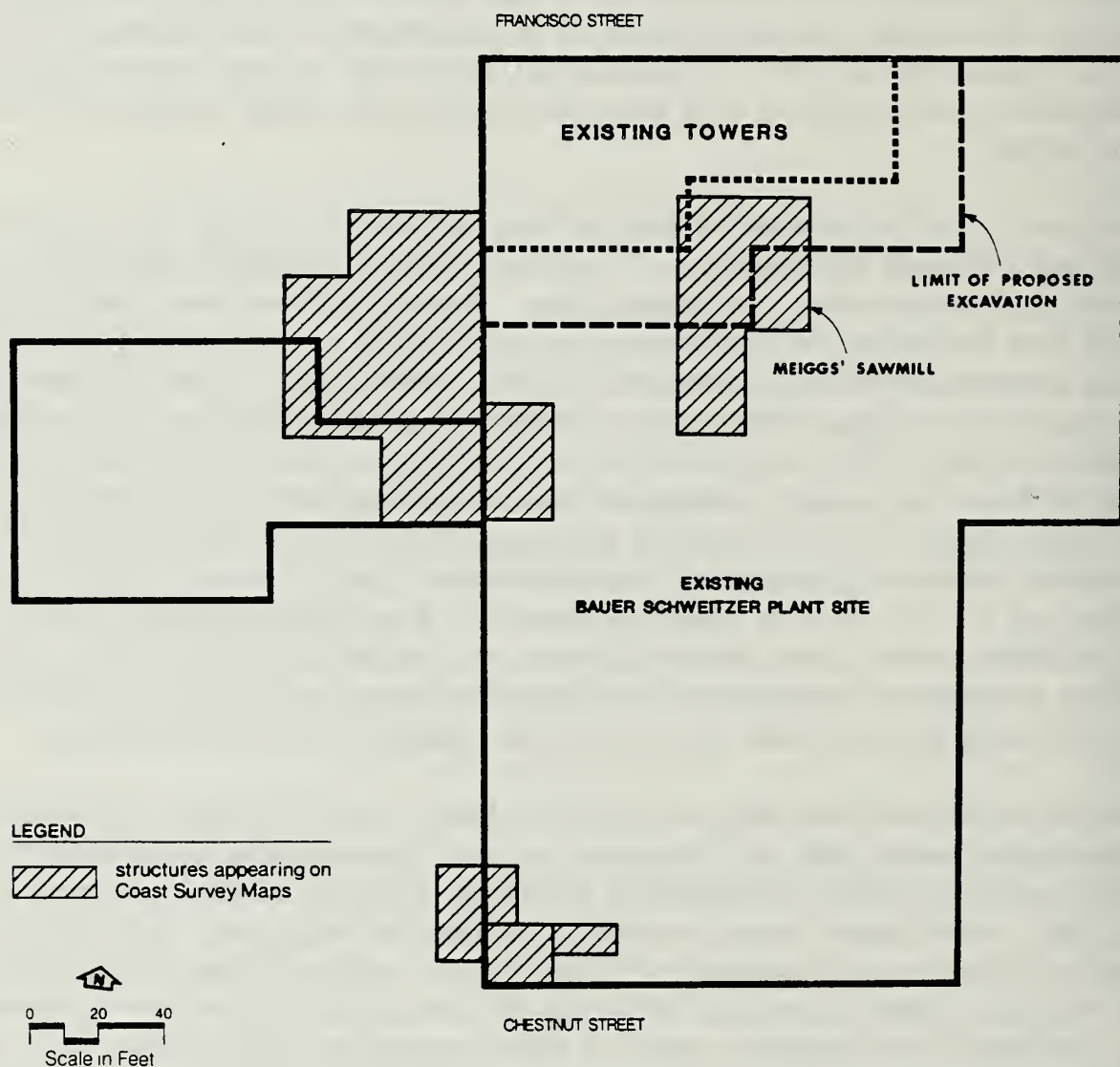


figure 32

IMPACT OF EXCAVATION ON REMAINS OF MEIGG'S SAWMILL

source: Archeo-Tec, Inc.

C. VISUAL QUALITY AND URBAN DESIGN

Adaptive reuse of the towers and the silo would be responsive to a conservation policy of the Urban Design Element of the Comprehensive Plan¹ which states:

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern (p. 17).

Provision of terraced yards and gardens on the interior courtyard of the project would be responsive to the plan's principles for neighborhood environment stating that:

In the design of new pedestrian areas, changes of level can add greatly to interest and amenity if a reasonable relationship between levels is maintained (p. 47).

These changes in level can be seen in the artist's rendering of the interior courtyard (Figure 6, p. 10).

Provision of parking below grade would be responsive to the plan's principle for neighborhood environment stating that:

Parking under buildings or in an inside court allows the building to help define the street and avoids the blighting visual effects of an exposed parking lot (p. 45).

The architectural treatment of the towers would change their appearance from an industrial to a residential building. The most noticeable difference would be the addition of windows and the removal of mechanical equipment from the roof. The redesign of these buildings would make use of architectural elements such as pilasters, parapets, cornice lines and rusticated stone at street level. The silo would remain as is on the exterior except for painting; it would be brought up to Building Code standards and made earthquake-proof. All newly constructed buildings on the site would be light-colored stucco at the upper levels, over a light-colored rusticated stucco base at street level. Strong horizontal banding at the first story along Chestnut Street would visually separate the office from residential floors. Building setbacks above the second floor would reduce apparent mass along the street. Along Francisco, the existing tower pilasters would emphasize the recessed window bays and dwelling modules. The new 40-foot tall building adjoining the towers on Francisco would be functionally and visually integrated with the towers. The architects have tried to retain an industrial quality in facade design. The use of glass is pronounced, and the

square windows and flat roofs suggest the early machine-age style of architecture, which was a predecessor to The Bauhaus, widely accepted as the school that founded modern architecture and the International Style.

- The courtyard and Chestnut Street buildings would be contemporary in style. The removal of all but one silo would change the urban landscape by eliminating these unique, cylindrical forms and could lessen the visual contrast of the site compared to the surrounding area. This decrease in visual contrast would be most apparent from locations above the site, such as from Telegraph Hill. Figure 32a (p. 59a) shows an outline of the project as it would appear from the northwest face of Telegraph Hill. Some members of the community feel the silos are evocative of another era in the City's history and some enjoy the changing shadow patterns cast by one silo on another. On the other hand, some residents consider the entire site to be an eyesore. Figure 21 (p. 32) shows the existing silos as seen from Telegraph Hill and illustrates the way these tall elements, along with the tower, contrast with the low-rise plane of the neighborhood.

The project would also involve removal of the railroad track, railroad car and electrical service armatures on the north facade of the towers, and removal of an abandoned railroad car from the rear of lot 18. These elements contrast with the residential character of the neighborhood.

With the proposed project, the towers and one silo would continue to dominate the block between Mason and Powell and block views of the Bay from Lombard Street. However, removal of the eight to ten feet of height contributed by the roof-top mechanical equipment on the towers would reduce the dominance of the structure. The towers would continue to be visible from Mason Street between Francisco and Chestnut and from the alley on Chestnut between Powell and Mason. The towers would not be visible from points beyond Telegraph and Russian Hills.

Shadows would continue to be cast across Francisco Street by the towers during some of the day; however, these would be lessened due to the removal of the roof-top mechanical equipment. Shadows cast by the north podium units on Francisco Street would probably not extend beyond the width of the street. Shadows cast by the other units would fall into the interior courtyard. These units have been designed through terracing to minimize the shadow impacts on the courtyard. Shadow diagrams and calculations for shadows cast by the project during December 21st, September 21st, March 21st and June 21st are shown in Appendix D (pp. 198-201).

- The project would increase night-time light, as glass would account for most of the new exterior surfaces of the towers where few windows now exist. This may be annoying to neighbors living on hills overlooking the site, as light could obscure views of the waterfront. Prominent light sources tend to diminish

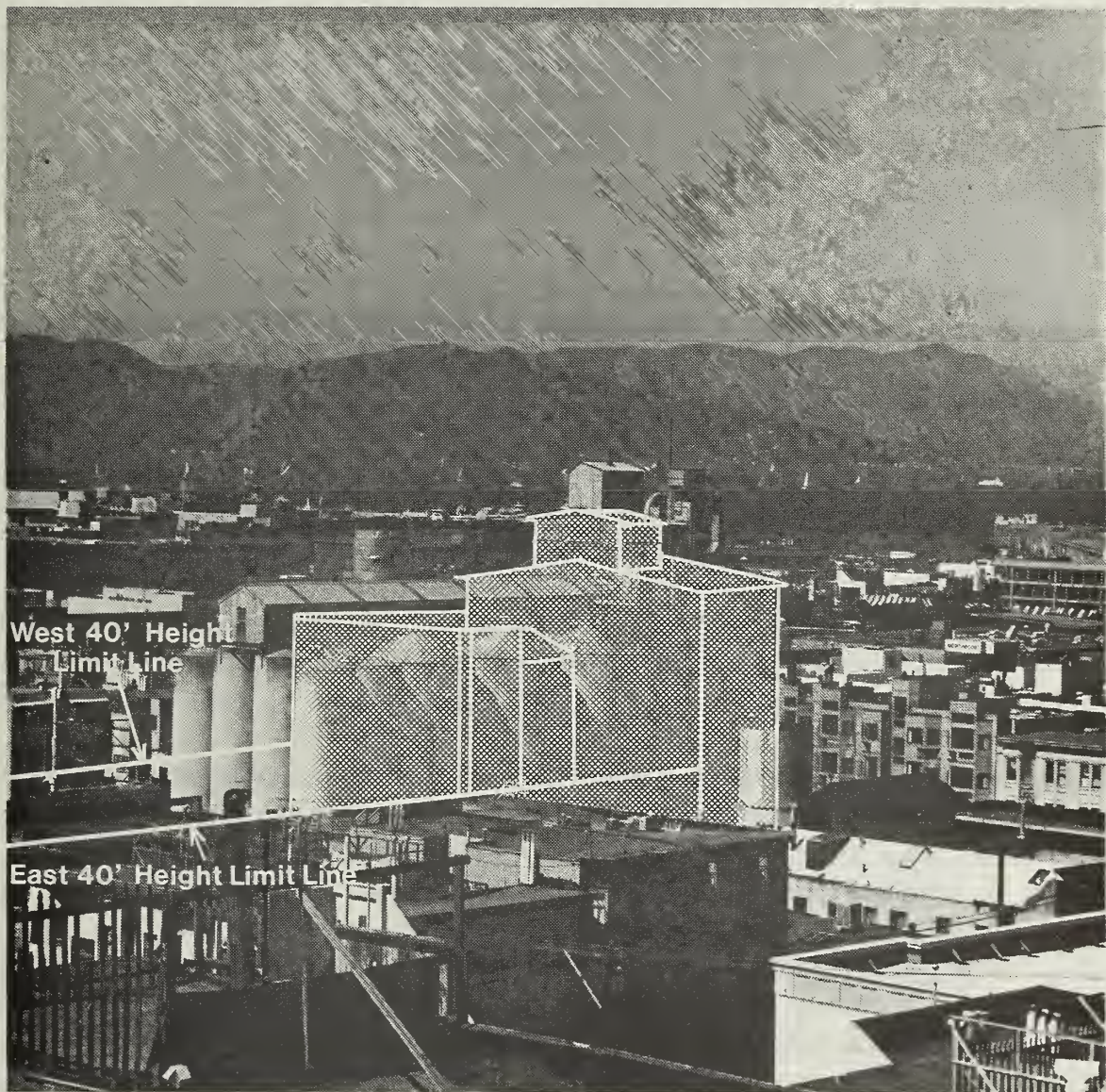


figure 32a

OUTLINE OF THE PROJECT BUILDING BULK, AS SEEN FROM TELEGRAPH HILL

source: Planning Analysis & Development

contrasts in the night-time sky and distant lit features tend to get lost. For example, the lit feature of Sausalito could become less visible to San Francisco viewers on hills overlooking the site if lights of the intensity of those at the North Beach Playground were to be used at night. In addition, fixtures kept on all night could interfere with sleep. This has been a problem with respect to office buildings in the North Point area, particularly the Blue Shield buildings where bands of fluorescent lights stay on much of the night. Daytime glare could impact structures immediately to the south of the project between about 11 AM and 3 PM in winter months. This glare could be minimized through the use of brown-tinted glass. Telegraph Hill would block out direct morning sunlight and the more distant Russian Hill would block out direct sunlight in the late afternoon.

1. City and County of San Francisco, Department of City Planning, Urban Design Plan of the Comprehensive Plan, adopted by Resolution 6745, August 26, 1971.

D. TRANSPORTATION

Traffic: Table 8 (p. 61) summarizes the expected trip generation of the project. There would be about 590 vehicle trips daily, with about 110 occurring in the peak hour (4:30 to 5:30 PM). Due to uncertainties concerning the ultimate off-site destinations of project-generated traffic, a worst-case assumption was made to predict traffic circulation patterns on the surrounding street system. This was done by increasing traffic flow estimates by 30% for each street near the site.¹

Figure 33 (p. 62), shows the peak hour distribution of project-generated traffic on the streets under this assumption. As Francisco would receive most of the office related trips, most of the vehicle trips would concentrate there. The increase in vehicle trips on Mason would be less due to the smaller trip generation rate of residences, compared to offices. Table 9 (p. 61), indicates the changes in reserve capacities, volume/capacity ratios and levels of service which would be produced by the project in the peak traffic hour. The proposed project would reduce service levels on the Francisco approaches to Mason and Powell Streets by one-half to one grade.

The eastbound approaches to Mason and Powell on Francisco would operate with average delays (service level C) in the peak traffic hour. All other critical traffic movements would perform at service level B or better. During the half-hour of highest combined pedestrian and vehicular flow (3-3:30 PM), the project

Table 8

TRIP GENERATION AND MODE USAGE

Land Use (Intensity)	Trip Generation Rates /1/		Trip Generation (Person Trips)		Mode Usage /2/					
	Daily	Peak Hour (% of Daily)	Daily	Peak-Hour						
					Daily			Peak Hour		
					Auto/3/ Persons/Vehicles	MUNI/4/	Other/5/	Auto/3/	MUNI/4/	Other/5/
Residential (93 d.u.)	7/du	17.5	651	114	320/267	294	37	54/46	54	6
Office (48,000 SF)	17.5/ 1000 SF	20	840	168	400/330	400	40	80/67	80	8
			1491	282	720/597	694	77	134/113	134	14

/1/ Sources: San Francisco Department of City Planning, Guidelines for Environmental Evaluation Transportation Impact, October 1980.

/2/ Mode split percentages: Auto = 47.5%, MUNI = 47.5%, other = 5%.; except daily residential trips: Auto = 49%, MUNI = 45%, other = 6%.

/3/ Person trips/vehicle trips; auto occupancy = 1.2 persons/vehicle.

/4/ Includes MUNI trips to downtown transit terminals for regional travel.

/5/ Includes Golden Gate Transit trips, and trips made entirely by walking.

SOURCE: PRC Voorhees

Table 9
IMPACTS ON TRAFFIC SERVICE LEVELS
PEAK HOUR (4:30 - 5:30 PM.)

Intersection	Approach	1983 w/o Project			1983 with Project		
		Volume /1/	Reserve Cap/2/	L.O.S.	Volume	Reserve Cap /2/	L O.S.
Francisco/Powell	WB	127	335	B	129	327	B
	EB	76	311	B	107	273	C
	NB(left)	26	928	A	26	928	A
	SB(left)	13	892	A	18	887	A
Francisco/Mason	WB	106	419	A	155	350	B
	EB	74	302	B/C	81	260	C
	NB(left)	9	993	A	11	987	A
	SB(left)	24	952	A	27	939	A
Chestnut/Powell	WB	72	421	A	74	397	A/B
	EB	51	464	A	54	439	A
	NB(left)	20	915	A	25	898	A
	SB(left)	21	930	A	22	925	A
Chestnut/Mason	all	469	.36 /3/	A	535	41 /3/	A

L.O.S. = Level of Service; Cap. = Capacity; NB, SB, EB, WB, = northbound, southbound, eastbound, westbound approaches to intersections (see definitions in Appendix).

/1/ The 1983 project traffic volume without the project would be equal to 1980 traffic counts plus three years growth at 1% annually, plus 10% to account for normal variations of $\pm 10\%$ which occur from day to day in peak hour traffic counts. These are worst-case assumptions.

/2/ Reserve capacities include adjustments for pedestrian interference.

/3/ Volume/Capacity ratio.

SOURCE: PRC Voorhees

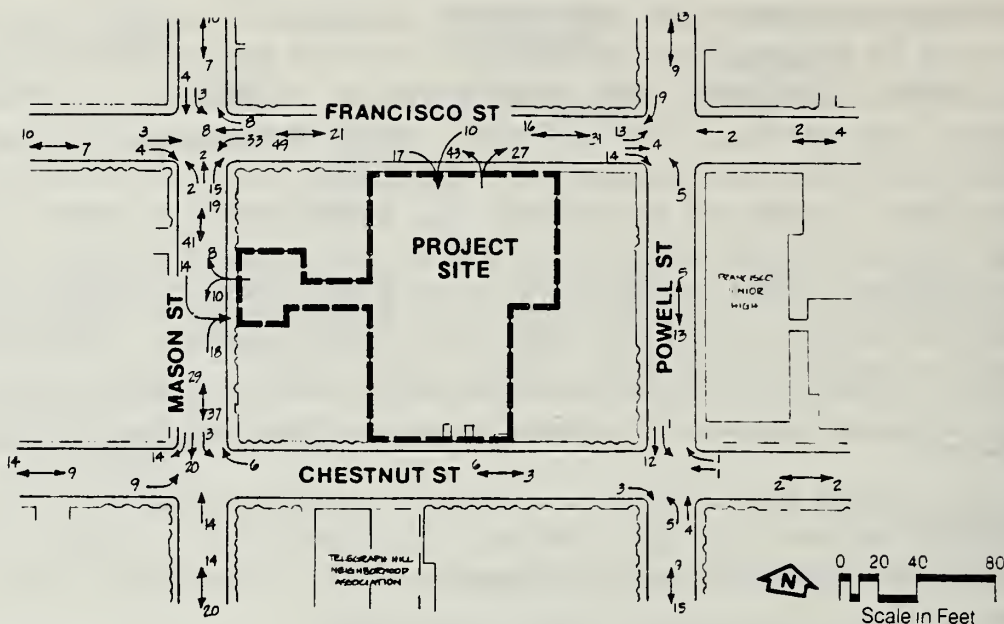


figure 33

PEAK HOUR TRAFFIC DUE TO THE PROJECT

source: PRC Voorhees

Table 10
IMPACTS ON DAILY TRAFFIC VOLUMES (1983) /1/

<u>Street</u>	<u>Section</u>	(a) <u>1983 Traffic</u> <u>w/o Project /2/</u>	(b) <u>Increase due</u> <u>to Project</u>	(c) <u>1983 Traffic</u> <u>with Project</u>	(d) <u>% Change</u> <u>with Project</u>
Francisco	W. of Mason	1270	90 /3/	1360	7
	E. of Mason	1650	380	2030	23
	E. of Powell	1620	30	1650	2
Chestnut	W. of Mason	1360	120	1480	9
	E. of Mason	1390	50	1440	4
	E. of Powell	880	20	900	2
Mason	N. of Francisco	3850	90	3940	2
	S. of Francisco	3310	360	3670	11
	S. of Chestnut	2870	190	3060	7
Powell	N. of Francisco	3960	120	4080	3
	S. of Francisco	3390	100	3490	3
	S. of Chestnut	2840	130	2970	5

/1/ To represent worst-case assumptions, project traffic generation has been increased by 30% over values contained in Table 8.

/2/ Represents "natural" increase without project development. 1983 ADT equals 1980 ADT plus 3% growth (1% per year).

/3/ Volumes represent trip segments. Since any given trip generated by the project may travel on more than one street section, the total trip segments generated by the project (1,680) is greater than the total vehicle trips generated by the project (597).

SOURCE: PRC Voorhees

would produce service level changes of less than one-half grade. The following locations would experience service levels of C or worse during this half hour:

<u>Location</u>	<u>Direction at Traffic Flow</u>	<u>1983 Level of Service</u>	
		<u>w/o Project</u>	<u>with Project</u>
On Francisco at Powell	Westbound	C/D	D
	Eastbound	D	D
On Francisco at Mason	Eastbound	C	C
On Chestnut at Powell	Westbound	C	C
	Eastbound	C	C

Source: PRC Voorhees

The project would increase daily traffic volume on the adjacent streets by 3 to 23% over levels which would otherwise occur. Table 10 (p. 62) column (a) shows the amount of traffic on streets near the site that would be expected without the project. These figures are based on an estimated increase of 3%, or about 1% per year, from mid-1980 to mid-1983.² When project-related traffic (column b) is added to the expected increase, the total future volume and the percent increase can be estimated, as shown in columns (c) and (d), respectively. Francisco between Powell and Mason would experience an increase of 380 cars or 23% over that which would occur without the project. Mason and Chestnut Streets would experience increases of up to 360 cars (11%) and 120 cars (9%) respectively. The proposed location of project driveways would result in a 4% (50 trip) increase on Chestnut near the Telegraph Hill Neighborhood Center. The increase on Powell in front of the Junior High School would be about 3% (100 cars). All other increases would be 7% or less.

The qualitative effect of increases in average daily traffic (ADT) on neighborhood residents can be estimated by analyzing survey responses of San Franciscans living on streets with similar traffic levels to those found at the site. A survey of over 400 households located on 22 streets with traffic volumes ranging from 200 to over 50,000 ADT, indicates that human perception of traffic-related disturbances of the magnitude that would be caused by the project would generally be negligible.³ Less than 1% of the neighborhood residents would perceive any kind of disturbance due to an increase of 100-200 ADT on streets near the site, given existing traffic volumes. On Powell and Chestnut, the

increase due to the project would be less than 150 ADT, which would not produce measureable disturbance impacts.

The largest increase in daily traffic would be 300-400 ADT on Francisco and Mason Streets. On the former, impacts would be experienced on the portion of the street between Mason and Powell, where traffic would increase by 380 trips. This magnitude of change would result in a one percent increase in the number of residents who would perceive the street as too noisy (from 45% to 46%). There would be a 2% increase (from 34% to 36%) in the number of residents who would perceive traffic-related air pollution, including dust and fumes. Traffic associated with the project would increase by 2% the proportion of people who would perceive interference with activities such as television watching, talking and sleeping. The percent perceiving interference of traffic with curb-side activities would rise from 15% to 18%. About 57% of the residents would consider existing traffic levels dangerous to children without the project and about 59% would consider traffic danger significant with the project. The number of residents who would characterize the street as having too much traffic would rise from about 16% to about 17%.⁴

The project would cause a similar increase in traffic (about 360 ADT) on Mason Street between Francisco and Chestnut and would produce an increase of 1% - 3% in the number of residents who felt disturbed. On other parts of Mason, Francisco, Chestnut and Powell, traffic from the project would produce unquantifiable increases in perceived disturbances. The site block has relatively few residential buildings, compared to other nearby blocks, as there are commercial facilities, vacant lots and new construction projects which are not fully occupied. Consequently, the disturbance reaction could be of a lower magnitude than indicated above.

Parking: The proposed project would include a three-level garage containing 191 spaces. The street level would accommodate about 20 spaces and the floor below would accommodate about 78 parking spaces for office tenants and visitors during the day, and residential parking at night, including four spaces for disabled persons. The third basement and driveway ramp would accommodate about 93 spaces for residential use.⁵ The sponsor proposes to implement a flexible parking management program to guarantee the optimal use of the garage spaces. The program would be administered by the homeowner's association and would allow the purchase of spaces by office-unit owners during the day and residential owners at night so that families with more than one auto could use office parking spaces at night and unwanted residential spaces could be leased out. Neighborhood residents would be able to purchase these off-peak and unwanted parking spaces at a discounted rate, compared to the amount that would be paid by either the office or residential occupants. This provision would be made because neighborhood residents would have restricted access to these spaces.

The overall parking supply ratios, without joint use, would allow one per residential unit and one per every 490 sq. ft. of occupied office space. With a flexible parking program involving joint use, project residents would have access to the 78 second-basement office spaces during the evening and on weekends, raising the residential parking ratio to about 1.84 per unit. Some of these spaces would also be offered to neighborhood residents if the project's residential demand did not amount to the full 1.84 per unit.⁶ The parking demand generated by 48,000 sq. ft. of occupied office space would be about 77 for employees and 17 for visitors, or 94 in all.⁷ The availability of long-term parking for office workers would tend to encourage commuter driving rather than use of transit.

- The project would increase on-street legal parking by about 35 spaces by removing the boxcar and railroad track spur and reducing the number of curb cuts on Francisco, Chestnut and Mason.^{7a} About 25 of these would be in the "A" permit area. The additional spaces should accommodate overflow associated with visitors who might park on the street rather than in the project garage and for office occupants who have not purchased or leased additional spaces in the garage. As a result of all of these factors, the project would not increase the demand for parking in the area.

Transit: The project would generate about 700 Muni trips daily. Of these, about 135 would occur in the peak hour (4:30-5:30 PM). Many people commuting to project offices would be travelling in the off-peak direction toward downtown in the afternoon peak hour and/or would not be aboard Muni lines at their maximum load points. Peak hour ridership in the peak direction at the maximum load points would be about 80 trips.⁸

Comparing the 1983 projected ridership on project-area Muni lines with 1980 capacities, it is evident that even without Muni's Five-Year Plan improvements, a reserve capacity of about 660 spaces would exist at the time the project would be completed. The 80 Muni trips generated by the project travelling in the peak direction at the point of maximum loading would use 12% of this reserve capacity. However, one line, the 15-Third, will be over its capacity without the project which would increase this overload by 22 peak hour riders.⁹

With the Muni Five-Year Plan improvements, the total 1983 peak-hour capacity to the area will be about 11,340. The 80 project-generated trips which would use these lines in the peak travel direction at the point of maximum loading would represent less than 1% of the total capacity.

Pedestrian: Pedestrian volumes generated by the project would increase prevailing volumes in the area by about 75%. There would be about 150 pedestrian trips in the peak hour (4:30 to 5:30 PM), including those who walk to Muni.¹⁰

Pedestrian service levels would remain at B or better, due to the priority treatment walkers receive at the surrounding stop-controlled intersections.¹¹

Project traffic would impact pedestrian flows along Francisco and Mason Streets. In the half-hour of peak area-wide pedestrian flow (3:00 to 3:30 PM), about 25 vehicles would cross the sidewalk at each of the driveways on Francisco and Mason Streets. During that same period, about 60-85 pedestrians currently traverse each sidewalk. With the project, this would increase to about 100-115 pedestrians. Because the added number of potential conflicts would occur at mid-block locations, where pedestrians are least likely to anticipate vehicles, the project could impact pedestrian safety unless protective measures are taken.

Delivery and Loading: The project would generate truck traffic by both office space and residential units. Delivery and service calls would include small service vans, panel trucks and articulated moving vans. On average weekdays, the project would generate between 15 and 16 visits by service and delivery vehicles.¹² On peak days, this total could rise to about 19. The maximum number of delivery and service visits would probably occur in the mid-morning (10 to 11 AM) and would total between two and three truck visits. This would probably include no more than one heavy truck visit; other visits would probably be by light van.

There would be no more than one vehicle loading (or unloading) at the site during non-peak periods. During high-activity periods (mid-morning), more trucks may accumulate at the site for loading and unloading. The peak 15-minute accumulation could be two or three trucks. The majority of vehicles would probably be light vans, station wagons and panel trucks. It is expected that at no time would more than one full-size or trailer truck be present at the site. The project would satisfy this demand by providing on-street loading spaces for larger trucks on both Francisco and Chestnut Streets and additional off-street space for smaller trucks and delivery vans.

According to Table 5 of Section 152 of the City Planning Code, the project would require one off-street freight loading space (for residential use) with minimum dimensions of 25 feet in length, ten feet in width and a vertical clearance of 12 feet (Section 154(b)). According to the July 30, 1981, revisions to the Department of City Planning's Guiding Downtown Development (Appendix D, Part 3), the project's requirement for off-street loading spaces would be two: one for residential use and one for office use.

The sponsor proposes to provide off-street loading spaces for vans and panel trucks only, with a vertical clearance of 11 feet. For all other loading vehicles, on-street yellow loading spaces would be provided alongside the garage entrance on Francisco and the lobby entrance on Chestnut. Direct access would

be provided from the Francisco Street loading space to the lower-level office space and to the tower elevator by means of an electric cart shuttle. The building attendant would supervise loading and shuttle operations and would also be responsible for assuring that illegal parking would not take place in the designated yellow zones and that drivers would not attempt to on- and off-load at the main pedestrian entrances. A variance would be required to allow the proposed combination of off-street and designated on-street loading areas instead of the code-required off-street spaces.

Construction: During the 24-month construction period, there would be a maximum of 80 construction workers employed on site at any one time.¹³ It is estimated that they would generate about 40 to 50 automobile trips and 30 to 40 Muni trips in the peak traffic hour (4:30 to 5:00 PM). These levels are about 25-45% as high as the levels that would be generated by the completed project, and the associated traffic and transit impacts during construction would be less than one half the levels that would occur following occupancy of the project. Parking for construction workers would be provided by the contractor at an off-site, off-street location nearby, probably the North Point Garage. Consequently, there would be little or no impact on on-street parking during the construction period, as North Point has about 160 spaces available during normal daytime working hours.

Trucks hauling materials to and from the site would park on the site during loading and unloading activities, so there would be no disruption of traffic on the surrounding streets. During the six-month demolition period, about 12 truck trips would be generated daily by the site (six round trips). During construction, trucks and trailers would make a maximum of ten round trips daily. This would continue for a period of five months. The most probable route for truck traffic would be via Powell and Bay to The Embarcadero Roadway for access to the freeway.

Sidewalk closures would occur for about six to nine months on the south side of Francisco Street. During this time, it may be necessary to divert pedestrians to the north side of Francisco. In the peak hour of pedestrian flow, about 70 pedestrians would be redirected. Temporary partial street closures would be necessary during removal of the railroad spur tracks from Francisco, Mason and North Point Streets.

Comprehensive Plan: The Citywide parking plan of the Transportation Element of the Comprehensive Plan states the following:¹⁴

Objective: Provide parking facilities in residential areas within the capacity of the City's street system and land use patterns;

Policy 1: Relate off-street parking requirements in new housing to expected vehicle ownership;

Policy 2: Use existing street space to increase residential parking where off-street facilities are inadequate.

The provision of below-grade parking would be responsive to the objectives of the Citywide parking plan and the determination of parking demand would respond to Objective 1, Policy 1. The recovery of on-street parking spaces through removal of the railroad tracks would respond to Policy 2.

Downtown transportation plans of the Transportation Element state:

Provide short-term loading spaces on the street for small deliveries and essential services with strict enforcement (Objective 3, Policy 1, p.7).

Provision of yellow loading zones along the Francisco and Chestnut frontages of the project would respond to this policy.

Cumulative: Other projects recently completed or in the planning stages would have cumulative transportation impacts on the neighborhood. These include the following:

Telegraph Hill Condominiums (EE79.346):

20 units at Francisco and Grant, Assessor's Blocks 38 and 55.

Vandewater Street projects: Assessor's Block 41, up to 64 units.

444-460 (EE79.6) Francisco between Powell and Mason

55-65 (EE78.435) Vandewater, between Powell and Mason

Chestnut Court (81.154 VE):

20 units and 4,342 sq. ft. of retail space, located at the intersection of Columbus Avenue and Chestnut Street.

It is estimated that the Vandewater projects would add about 30 evening peak-hour vehicle trips to Francisco, 15 to Mason and 15 to Powell.¹⁵ Telegraph Hill Condominiums would generate one additional trip on Chestnut, and one on Francisco.¹⁶ The Chestnut Court project would generate about four trips each on Mason and Chestnut, and about one trip each on Francisco and Powell. The following table indicates the estimated 1983 peak-hour traffic increases due to this and other projects.

<u>Street</u>	<u>1983 Traffic With No Development</u>	<u>1983 Traffic With Francisco Place Only</u>	<u>1983 Traffic With Cumulative Development</u>
Francisco	165	235	270
Chestnut	130	139	144
Mason	355	421	438
Powell	365	383	398

Cumulative impacts on all but Francisco Street would result in traffic increases of less than 25% over that which would occur without these projects. On Francisco Street, the cumulative impacts would be about 65%, over that which would occur without these projects, or 20% greater than the impacts of the Francisco Place project alone.

The Vandewater projects have one parking space per dwelling, but visitors to these units could generate a demand for up to ten additional spaces, which could be accommodated by existing A-permit spaces and new spaces created by eliminating the railroad spur track and existing curb cuts adjacent to Francisco Place.¹⁷ Telegraph Hill Condominiums would have two parking spaces per unit, enough to compensate for spaces lost to curb cuts and to provide spaces for other neighborhood residents and visitor parking.¹⁸ The Chestnut Court project proposes to provide parking only for its residents, at a ratio of one per unit. The parking demand it would generate could be about 20 spaces more than the amount supplied. This number of spaces can usually be found in the area although some would be located three to four blocks from that project.

Vandewater projects residents would generate about 32 transit trips in the peak hour and peak direction, Telegraph Hill Condominiums would generate about 10,¹⁹ and Chestnut Court would generate about 23. Francisco Place would generate about 80.²⁰ All projects combined would result in a 3-4% increase in Muni ridership and would decrease Muni's local reserve capacity by up to about 22%.

The Vandewater projects would generate about 40 pedestrian trips in the peak hour (4:30 - 5:30 PM), including those walking to and from Muni. About half of these would be via Francisco, increasing prevailing pedestrian flows on this street by about 25%. The Telegraph Hill Condominiums and Chestnut Court projects would increase pedestrian flows on Francisco by less than 5% while Francisco Place would increase them by about 70%.²¹ The cumulative increase in

pedestrian volumes during the peak hour would almost double existing volumes on Francisco Street.

Cumulative traffic increases due to other projects would interfere with pedestrian flows. The two streets with the highest pedestrian volumes, Powell and Chestnut, would each experience a 4% increase in traffic over the peak hour volumes that would occur with the Francisco Place project alone. In the hour of highest pedestrian flow (3:30 - 4:30), traffic increases would be about 3% higher with cumulative development than they would be with Francisco Place alone.

-
1. Refer to The Transportation Appendix (Appendix B-1, pp. 182-193) of this report for explanations and assumptions pertaining to worst-case traffic distribution.
 2. Traffic growth rates on residential streets in this part of the City have typically been 1/2 to 1% per year, according to Mark Rand, Division of Traffic Engineering, Department of Public Works.
 3. Donald Appleyard, "San Francisco: Living With Traffic," Liveable Urban Streets, January, 1976.
 4. PRC Voorhees, Report on Transportation Impacts, November 4, 1981, on file at the Office of Environmental Review.
 5. Current garage designs for the project (Figure 11, p. 15) are schematic. These show 20, 78 and 93 spaces on the three levels, respectively. However, according to the project architect, these totals could be modified as code requirements or parking demand warrant. Each level could accommodate about 5% more spaces than currently shown.
 6. A telephone survey of households on Russian Hill revealed that 11 of 19 households owned more than one car, an average ownership rate of 1.7 per household. The sales agent for the Hyde Place Condominiums reports that every prospective buyer was concerned with the parking situation and wanted two off-street spaces. (Source: San Francisco Department of City Planning, Final Environmental Impact Report Chestnut Street Commons, EE79.453, certified January 8, 1981)
 7. Based on a ratio of one employee per 250 sq. ft., mode usage of 40% auto drivers, and a visitor/employee ratio of 0.22 visitor parking spaces per employee parking space.
 - 7a. The 35 spaces include three spaces from driveway removal on Chestnut and Mason, twelve spaces from track removal on Francisco, two spaces from track removal on the northwest corner of Francisco and Mason, eight spaces from track removal on Mason between Francisco and Bay, and 10 spaces from track removal on Mason between Bay and North Point.

8. Refer to the Transportation Appendix of this report for details and assumptions on transit ridership estimates and transit impacts (Appendix B-2, pp. 188-189).
9. Based on a line-by-line analysis of Muni data provided in October, 1980, Guidelines for Environmental Review.
10. Pedestrian volumes included in the "other" columns in Table 8 (p.61) include only those trips during which the primary mode is walking. Muni trips, however, would also include a short pedestrian trip segment for transit riders to reach their bus stop. These walkers are represented above.
11. See Table B-1 (p. 182) of the Transportation Appendix in this report for level of service definitions.
12. See Table B-4 (p. 190) of the Transportation Appendix in this report for truck trip generation and accumulation.
13. Information on construction and manpower scheduling furnished by Mr. Gano Rodgers of Swinerton & Walberg Company, August 6, 1981.
14. City and County of San Francisco, Department of City Planning, Plan for Transportation, a portion of The Comprehensive Plan, adopted by Resolution 6834 on April 27, 1972, p. 7.
15. Tudor Engineering Company, Traffic Analysis: Vandewater Residential Development, February 27, 1979.
16. PRC Voorhees, Traffic Analysis for Proposed Rossi Condominium Development, August 20, 1979, and February 27, 1980.
17. Tudor, op. cit.
18. PRC Voorhees, Rossi Condominium Development, op. cit.
19. Ibid.
20. PRC Voorhees, Transportation Report, op. cit.
21. Ibid.

E. AIR QUALITY

The project would result in a short-term increase in particulate matter and a decrease in local air quality during demolition, excavation and construction over a 16 month period. Assuming one month of excavation on the 1.25 acre site, about 1.5 tons of dust per month would be generated,¹ which could disturb people with respiratory problems. Construction particulates tend to settle out of the atmosphere quickly with increasing distance from the source.

The use of diesel-generated construction equipment would emit nitrogen oxides, carbon monoxide, sulfur oxides, hydrocarbons and particulates. The amount of such pollutants emitted during construction would increase local concentrations of these pollutants but would not increase the frequency of violations of air quality standards.

The project would generate about 600 local vehicle trips per day, with about 110 occurring in the peak hour. Traffic would increase 2-23% on the four streets adjacent to the site, and about 1.5% on Bay Street. In order to reliably measure changes in air pollutants generated by vehicles, a subject street must have at least 2,000 peak hour trips and the project must add at least 10% of the existing volume.² Although Bay Street carries about 2,000 vehicles in the peak hour, the project would not add enough traffic to it to make a measurably reliable difference in air quality. Likewise, as the four streets of the site block carry a maximum of about 350 vehicles in the peak hour, project-related traffic would not measurably affect air quality nearby, even though the percentage increase would be as high as 65% on Francisco when other nearby projects are taken into consideration (Telegraph Hill Condominiums, Vandewater Street projects, Chestnut Court).

The project would generate pollutants, particularly nitrogen oxides (NO_x) due to combustion of natural gas for space and hot water heating. In the Bay Area, stationary source NO_x control has been limited to only the largest sources. The dilemma of pursuing NO_x control is that this substance alone is not a problem in the Bay Area, but it is a contributor to photochemical oxidant (ozone). However, gas consumption for malting operations exceeded expected energy consumption for the proposed new uses, so there would be a net reduction in pollution from stationary sources. It is estimated that the malting mill generated an average of 20 lbs. of NO_x per day, while the project would generate about 0.4 lbs per day.

1. U.S. Environmental Protection Agency, Compilation of Air Pollutant Emission Factors, 1978, Supplement #5.

2. Bay Area Air Pollution Control District, Guidelines for Air Quality Impact Analysis of Projects, June, 1975.

F. NOISE

Traffic Noise: Increases in traffic due to cumulative development of the Francisco Place Project, Vandewater Street projects, Telegraph Hill Condominiums, and Chestnut Court Project would produce an increase in noise level of less than 1.0 dBA in the vicinity of the project. This amount is undetectable to the human ear.¹

Construction Noise: Construction activity associated with the project would increase ambient noise levels in the area by between 3 and 18 dBA depending on the type and quantity of equipment used and the phase of construction activity. A 3 dBA increase is considered a just-noticeable difference and a 5 dBA increase is required before any noticeable change in community response would be expected. A 15 dBA increase would almost certainly cause an adverse change in community response. Factors contributing to this adverse reaction are related to the disturbance of essential daily activities including interference with sleep, speech, listening to the radio, TV, or stereo, and interference with a restful, quiet environment.² Table 11 (below) shows the range of construction noise levels to be expected at the site.

Table 11
EXPECTED RANGES OF CONSTRUCTION NOISE LEVELS AT THE PROJECT SITE

<u>Estimated Duration</u> /1/	<u>Construction Phase</u>	<u>Range of Noise Levels</u> /2/
32 days	Ground Clearing	Ldn = 78-79 dBA /3/
	Excavation	Ldn = 72-83 dBA
88 days	Foundation	Ldn = 76 dBA
	Erection	Ldn = 68-77 dBA
175 days	Finishing	Ldn = 70-83 dBA

/1/ Letter from KAB Designs, Inc. per C.M. Peletz Co.

/2/ Range depends on quantity and type of equipment used.

/3/ L_{dn} : day/night sound level; 24 hour average sound level with a 10dBA penalty applied to noise levels during the nine nighttime hours (10 PM to 7 AM).

dBA: A-weighted decibel; a quantity in decibels, read from a sound-level meter switched to the weighting scale "A." The A-scale discriminates against the lower frequency sounds to approximate the auditory sensitivity of the human ear.

SOURCE: Paoletti/Lewitz/Associates, Inc.

-
1. Paoletti/Lewitz/Associates, Inc., Acoustical Study for Francisco Place, November, 1980, on file with the Office of Environmental Review and Joel Lewitz, telephone conversation of August 21, 1981.
 2. Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances, U.S. Environmental Protection Agency, December 31, 1971.

G. ENERGY

Residential heating would be electrical and domestic hot water heating would be provided by a central gas-fired water heater. Office space heating would be provided by a central gas-fired boiler. The garage would not be heated. The total connected kilowatt load for the project would be 3,150 KW. The estimated average KWH¹ to serve all electrical needs for the project would be 297,000 KWH/month or about 2.23 KWH/sf/month. Peak hour natural gas consumption for the project on a typical winter day would be about 640,000 BTU/hour.² Average consumption of natural gas would be about 33.6 BTU/sf/day.³ Pacific Gas and Electric Company network distribution facilities are adequate to serve the project. The project would have no impact on local power generation.⁴

Building materials would result in less energy than required by state energy conservation guidelines of the California Administrative Code, Title 24, Section 6. Design features which would help the proposed project use less energy than required by Title 24 include the following:

- Selection of glass with thermal qualities (thermopane double-glazing) to limit heat gain and heat loss within the buildings;
- Insulation of roofs, walls and floors to limit the heat gain and heat loss within the buildings. The insulation would have an R-factor of 19;
- Treatment of door and window openings to limit the infiltration of outside air into the buildings;
- Selection of mechanical and electrical equipment which are certified to meet the energy efficiency requirements of Title 24;
- Insulation of pipes and equipment to limit heat loss and heat gain.

In addition, two conservation measures are under consideration: using a heat recovery cooling system to complement commercial hot water heating and using a

solar-assisted heating system to complement domestic hot water heating.

The energy savings associated with these measures are presented in Figures 34 and 35 (p. 76). On an annual basis, wall and floor insulation rated R-19 would reduce heat loss for the project by about 12% over that which would be attained by compliance with Title 24 alone. With thermopane double-glazing, annual heat loss reduction would be 23% greater than Title 24 compliance alone. R-19 insulation and double-glazing together would result in a 33% heat loss reduction compared to Title 24 compliance. If a heat recovery system were used in addition to the above measures, energy consumption could be reduced 22% over that of Title 24 compliance alone. The heat recovery cooling system would be accomplished by means of reclaiming the heat extracted from chilling circulated water. This heat, which would normally be released via a cooling tower, would be used to complement the space hot water heater and would thus reduce gas consumption.

A solar-assisted system to complement domestic hot water heating equipment would be composed of 810 sq. ft. of solar collectors mounted on roof tops. This would reduce annual gas consumption for hot water heating by about 40%. (This is not related to heat loss reduction).

Figures 36 and 37 (p. 78) show the expected monthly gas and electricity consumption pattern for hot water and space heating. Gas consumption peaks of 1.9×10^8 BTU/month would occur in December and January when office space heating requirements would be highest. Domestic hot water usage would be fairly constant during the year. Electrical energy consumption would also peak in winter when over 300,000 KWH would be consumed primarily for residential heating. The heating system proposed for residential units would offer room by room control, so that only rooms requiring heat would use energy. Consequently it is possible that electrical energy consumption would be lower than the amounts indicated in Figure 37 which were based on estimated consumption per square foot. Figures 38 and 39 (p. 79) show the expected daily gas and electricity consumption pattern during times of peak usage.

As Table 12 (p. 80) shows, the project would consume less gas and more electricity than the malting mill. The project would reduce gas consumption by 96% annually, from $443 \text{ BTU} \times 10^8$ to $16.4 \text{ BTU} \times 10^8$, attributable to cessation of industrial processes such as heating and drying malt. Off-setting this would be about a 200% increase in electrical energy consumption, from 1,190,000 KWH to 3,592,000 KWH, primarily attributable to domestic space heating.

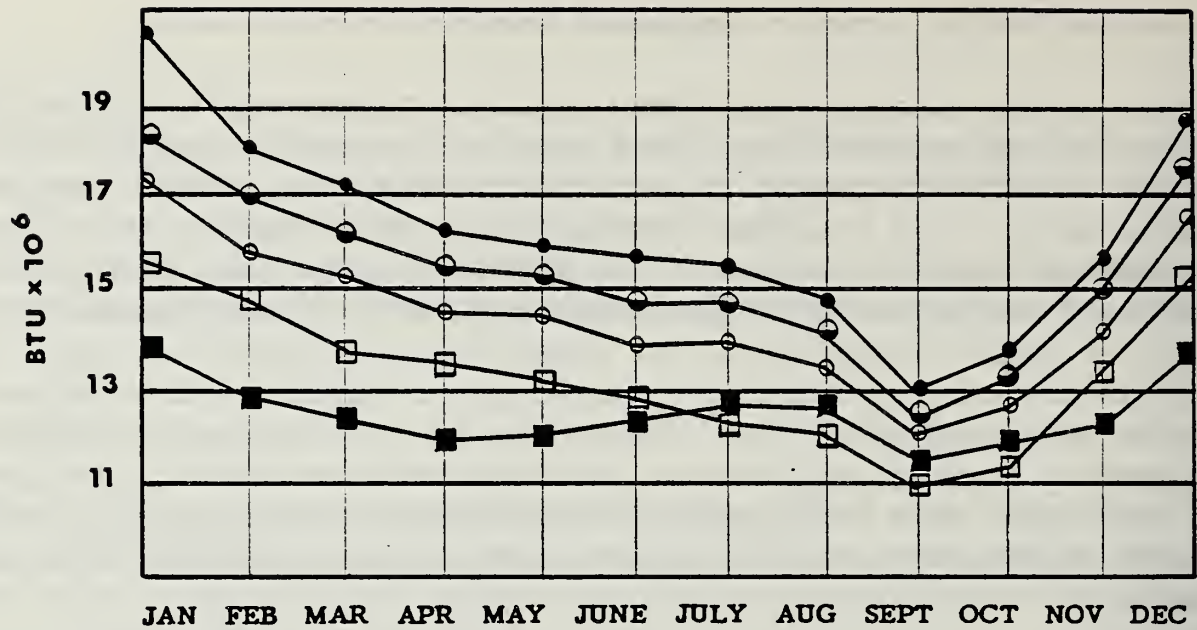


figure 34
DAILY POTENTIAL ENERGY SAVINGS*
 source: Glumac & Associates, Inc.

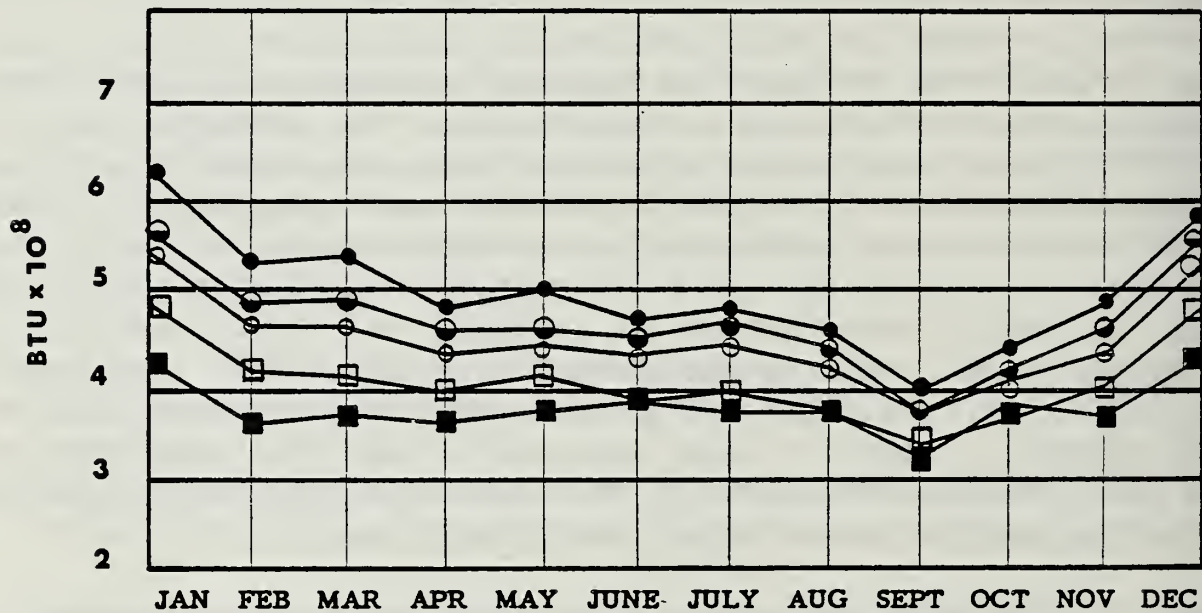


figure 35
MONTHLY POTENTIAL ENERGY SAVINGS*
 source: Glumac & Associates, Inc.

- Minimum Title 24
- R-19 Insulation
- Thermopane Double-Glazing
- R-19 Insulation, Thermopane Double-Glazing & Heat Recovery
- R-19 Insulation, Thermopane Double-Glazing & Solar Assisted Hot Water Heating

* DAILY AVERAGES BY MONTH

Assumptions used in determining energy consumption levels for the proposed project include the following:

1. Residential lighting was assumed at half-load during working hours and full load at other waking hours.
2. Demand was calculated for three time periods: 6 - 8:30 AM (residential), 8:30 AM to 6 PM (office), and 6 - 11 PM (residential).
3. Parking and other security lighting were assumed to be on 24 hours/day in areas not daylighted and all night in areas with daylight.
4. Elevators were assumed at 20 horsepower each and operated 21 hours/week each.
5. Office space occupancy was assumed to be ten hours/day, five days a week; residential space occupancy was assumed to be 24 hours/day.
6. Construction of building envelopes were assumed to be the minimum required by Title 24.

-
1. KWH - Kilowatt Hour: The quantity of electricity delivered in one hour at the rate of 1,000 watts. Ten 100-watt light bulbs burning one hour use one kilowatt hour of energy.
 2. BTU - British Thermal Unit: Quantity of heat required to raise the temperature of one pound of water 1° Fahrenheit at Sea Level.
 3. Glumac and Associates, Inc., Mechanical and Electrical Environmental Impact Study, November 6, 1980 and August 19, 1981. Copy available on file at the Office of Environmental Review.
 4. Jerry Tyson, Pacific Gas and Electric Company, telephone conversation of January 19, 1982.

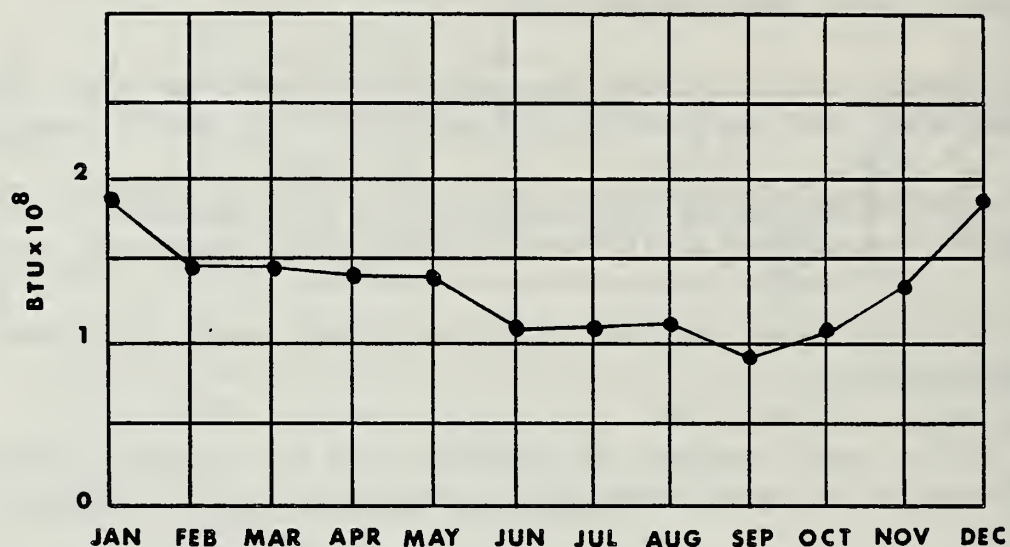


figure 36

TOTAL MONTHLY GAS CONSUMPTION

source: Glumac & Associates, Inc.

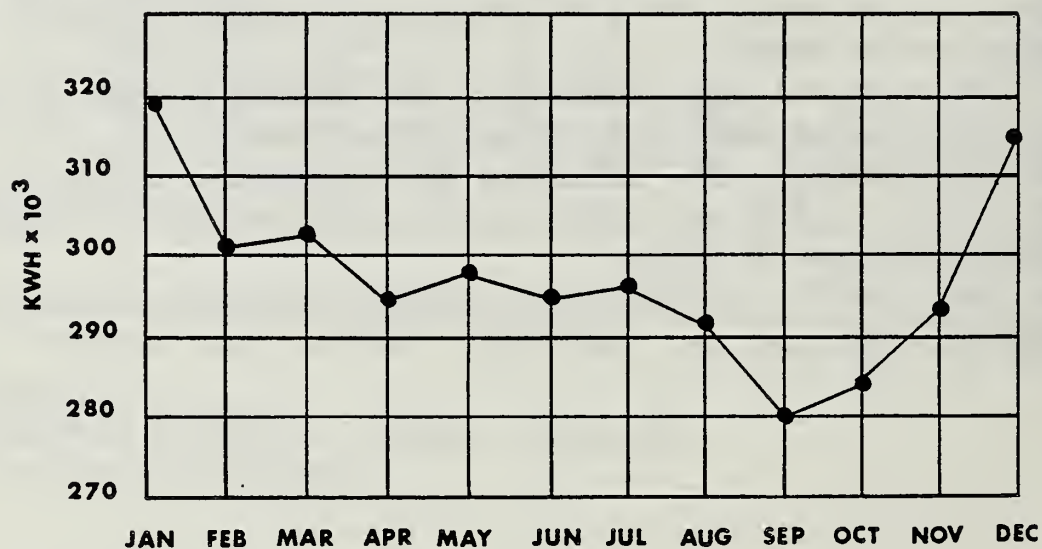


figure 37

TOTAL MONTHLY ELECTRICAL CONSUMPTION

source: Glumac & Associates, Inc.

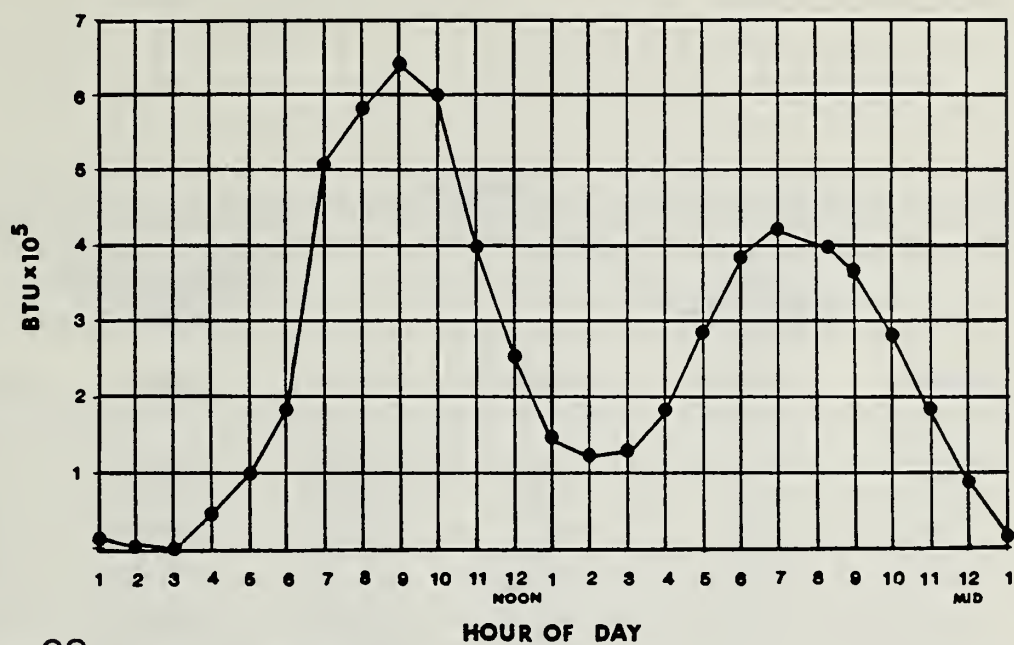


figure 38

PEAK DAILY GAS CONSUMPTION

source: Glumac & Associates, Inc.

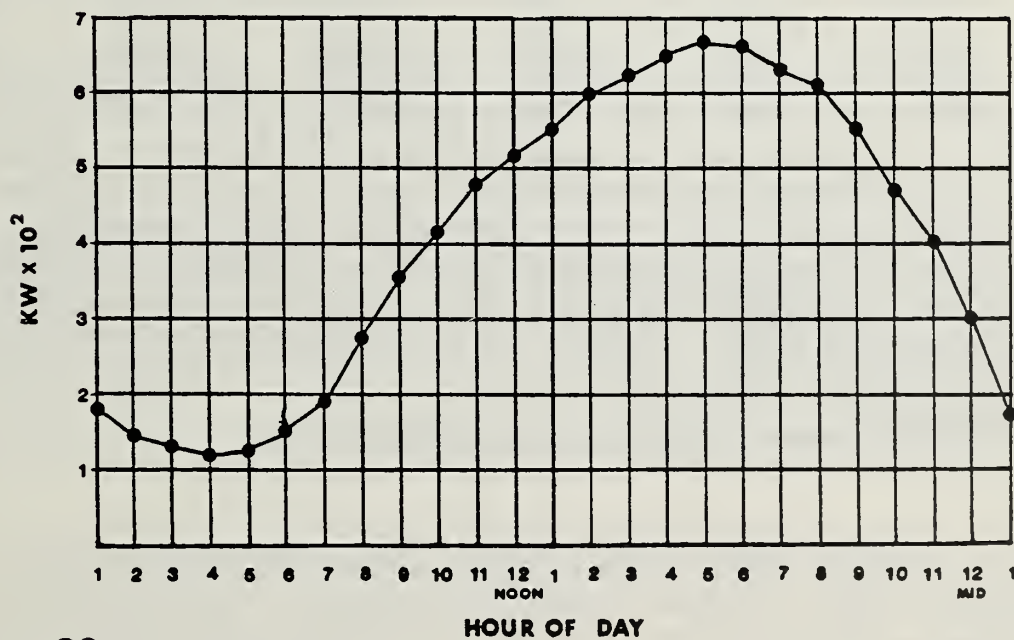


figure 39

PEAK DAILY ELECTRICAL CONSUMPTION

source: Glumac & Associates, Inc.

Table 12
ENERGY CONSUMPTION OF THE MALTING MILL COMPARED TO THE PROJECT

GAS (BTU x 10 ⁸)				ELECTRICITY (KWH)		
	Factory	Project	Change/2/	Factory	Project	Change/2/
Jan	44	1.9	-42.1	112,000	320,000	+208,000
Feb	41	1.5	-39.5	100,000	300,000	+200,000
Mar	42	1.5	-40.5	107,000	315,000	+208,000
Apr	42	1.4	-40.6	102,000	295,000	+193,000
May	42	1.4	-40.6	107,000	297,000	+190,000
June	42	1.2	-40.8	120,000	295,000	+175,000
July	41	1.2	-39.8	117,000	296,000	+179,000
Aug	42	1.2	-40.8	119,000	291,000	+172,000
Sept	9/1/	.9	-8.1	87,000/1/	280,000	+193,000
Oct	13/1/	1.1	-11.9	11,000/1/	294,000	+283,000
Nov	42	1.3	-40.7	104,000	294,000	+190,000
Dec	<u>43</u>	<u>1.8</u>	<u>-41.2</u>	<u>104,000</u>	<u>314,000</u>	<u>+210,000</u>
	443	16.4	-426.6	1,190,000	3,591,000	+2,401,000

/1/ These values represent a period when the plant was closed for cleaning.

/2/ Using a conversion factor of 3,414 BTU/hour = 1 KWH, gas and electricity can be compared in terms of a common unit of energy (BTU). The factory consumed about 4.80×10^{10} BTU while the project would consume about 1.39×10^{10} BTU, or about 29% as much. A copy of these calculations is on file with the office of Environmental Review.

Source: Bauer-Schweitzer and Glumac and Associates, Inc.

H. GEOTECHNICAL

The project would require excavation below lot 10 to construct foundations for the proposed garage, and below lot 19 to construct the access ramp to the third basement. About 29,000 cubic yards of earth would be removed from the site. Fifteen cubic-yard trucks would be used to remove about 1,200 cubic yards of earth per day, requiring 24 days of hauling. There would be no excavation beneath or within 20 feet of the two towers; the former would be impossible while the latter would destabilize those buildings. Lot 10 excavation would be 25 feet deep, and on lot 19, excavation would be a maximum of 25 feet at the bottom of the ramp. There would be no excavation below grade on lots 18 and 20.

The primary geotechnical impacts of site development relate to the high groundwater table, the presence of clean sands below the water table to depths of 30-34 feet, and the presence of Bay mud and other silty clay which underlie the clean sands to depths of 36-40 feet. The water table would be above the level of the proposed foundations. These conditions would require dewatering and temporary shoring for excavation of the proposed garage basements. As the underlying sands have high permeability, pumping would be required to dewater the site. Dewatering could cause consolidation of the Bay mud below, which in turn could cause areal settlement that could affect structures in up to a 1/2 block radius of the site, depending on the depth of dewatering, the system of dewatering, and attempts at groundwater recharging.¹ Once built, without mitigation, the highest groundwater level could result in hydrostatic uplift which would act on the floor of the third basement, resulting in displacement of proposed and existing buildings.

Existing fill materials could settle due to the load of new construction. These loads could cause differential settlement that could affect the project and existing buildings on and adjacent to the site.

If construction proceeds during or shortly after a heavy rain, erosion, slope instability, and sedimentation on adjacent streets could occur. Slope instability would be detrimental to shoring and underpinning operations intended to safeguard adjacent building foundations. In addition, a high moisture content in the soil would subvert the goals of subgrade preparation which would be to provide structural fill on which the proposed buildings could be firmly constructed.

According to the San Francisco Seismic Safety Investigation Report,² the site lies in a zone of potential liquefaction hazard, should a major earthquake occur. The report also shows the site to be in an area of potential subsidence hazard. The project would probably be subjected to at least one moderate to severe earthquake during the next 50 years. Danger from fault offset during

such a quake is remote; however, strong shaking is likely to occur. Preliminary analysis indicates that the potential for liquefaction of soils underlying the site is low because of soil density.³

1. For a more detailed explanation of geotechnical concerns, see Don Hillebrandt Associates, Geotechnical Report for the Francisco Place Project, on file with the Office of Environmental Review.
2. John A. Blume and Associates, June, 1974.
3. Don Hillebrandt Associates, op. cit.

I. COMMUNITY SERVICES

Fire: Conversion from industrial to residential and office uses could decrease fire hazard at the site because of the removal of highly flammable grains associated with the brewery. However, potential human exposure to fire hazards at the site would be increased. There are adequate mains, hydrants, and water flow for fire protection on-site. The project would require no additional fire department personnel and equipment.¹

Police: Crime analysts at the San Francisco Police Department state that night-time light and activity at the site could help reduce street crime.² The Police Department states that the site area is comparatively well-served in terms of patrol services, and that the project would not require additional personnel.³ The project would have a security guard and controlled access between office and residential floors. Residential parking garage elevators would not have access to commercial floors, nor would commercial garage elevators and floors have access to residential floors.

Water: Project residents would consume about 200 gallons per dwelling unit per day or 18,600 gallons overall.⁴ The project would require about 600 gallons per day for landscape irrigation.⁵ Water use for the offices would be about 6,000 gallons per day, based on a consumption ratio of 125 gallons per 1,000 square feet for low rise office buildings.⁶ In total, the project would consume about 25,200 gallons of water per day for all uses. As water consumption of the Bauer-Schweitzer factory averaged about 37,000 gallons per day, the Water Department does not expect the project to have an impact on the City's ability to supply water.⁷

Sewer: Using estimated factors of sewage generation of 125 gallons per 1,000 sq. ft. of office space, and 200 gallons per dwelling unit per day,⁸ a total of

about 25,000 gallons of waste water would be generated per day. This would be channeled to the North Point Sewage Plant for treatment. The project would have no impact on the City's ability to process wastewater as this would be less than the amount of sewage generated by Bauer-Schweitzer.⁹

Solid Waste: During site preparation, the project would generate demolition debris from existing building and subsurface materials. The debris would probably be hauled to a dump site in Burlingame. During occupancy, the project would generate about 980 pounds of solid waste per day, 500 pounds from residences and 480 pounds from offices.¹⁰ This would amount to about 179 tons annually. Golden Gate Disposal Service would haul trash away from the site. The project would have no impact on the company's ability to dispose of waste.¹¹ Of the 1,500 tons of trash removed to the Mountain View dump site daily, the amount added by the project would be less than a tenth of one percent. The amount of garbage city wide is expected to increase 1-2% per year.¹² A solid waste disposal area for residents and offices would be provided on the second basement level with unloading access via the Francisco Street garage ramp. Unloading operations could be facilitated by use of electric dumpsters. Administration of this arrangement would be the responsibility of the homeowner's association.

-
1. Joseph Sullivan, Chief Support Services, letter dated April 21, 1981.
 2. Hal Waterman, Planning & Research Division of the Police Department, telephone conversation, April 3, 1981.
 3. Sergeant James Farrell, Planning & Research Division, San Francisco Police Department, letter dated December 11, 1981.
 4. City and County of San Francisco, Department of City Planning, Yerba Buena Center: Final Environmental Impact Report, EE 77.220, Certified April 25, 1978, Appendix I.
 5. Glumac and Associates, Inc.
 6. Yerba Buena Center, op. cit., Appendix I.
 7. Ken Wong, Associate Engineer, San Francisco Water Department, telephone conversation, April 4, 1981.
 8. Yerba Buena Center, op. cit., Appendix E.
 9. Blaise Cullen, Clean Water Program, telephone conversation, August 8, 1980.
 10. California Solid Waste Management Board, "Solid Waste Generation Factors in California," Technical Bulletin No. 2, July 8, 1974.
 11. Fiore Garbarino, Golden Gate Disposal Service, telephone conversation, August 6, 1981.
 12. "Solid Waste Generation Factors in California," op. cit.

J. FISCAL AND ECONOMIC FACTORS

Taxes: The project would increase property taxes to about \$472,000 from about \$40,000 or 1,080%. Table 13 below compares the existing and potential taxes, and their distribution across government entities, assuming 1981 rates and proportions prevail in the future.

Table 13
DISTRIBUTION OF PROPERTY TAXES

	EXISTING	PROJECT	NET CHANGE
City and County of San Francisco (85%)	\$33,802	\$400,941	\$367,139
Unified School District (7%)	2,784	33,019	30,235
BART (6.8%)	2,704	32,075	29,371
Community College (1.1%)	437	5,189	4,752
BAAQMD (.1%) /2/	<u>40</u>	<u>472</u>	<u>432</u>
	\$ 39,767	\$471,696/1/	\$431,929

/1/ Based on projected sales of commercial space and market rate units of \$37,607,898 plus assessed land value of \$1,700,000 x \$1.20 tax rate per \$100 of value, (Assessor Ducas, San Francisco Tax Assessor's Office, telephone conversation, September 10, 1981).

/2/ Bay Area Air Quality Maintenance District.

SOURCE: Planning Analysis & Development

Costs: Direct costs to the sponsor of the project would be about \$34,121,625 including \$3,530,000 for land and building costs, \$23,409,712 for construction, and \$7,181,913 for consultants and project development.¹

As noted in the community services impact section of this report, the proposed project would not result in the need for any immediate improvement in municipal services. However, public costs of residential development could be assumed to approximate costs of existing development. The approach entails multiplying existing per capita expenditures by the project population of the project. Using this approach and a projected population of 197 residents (93 units x 2.12 people)², the residential portion of the project would theoretically require about \$254,000 (1980 dollars) per year in government expenditures.³

It is difficult to generalize about how costs for given levels of services would differ between the project and the previous uses on the site. In the 101 Montgomery Final Eir, EE80.26, certified May 7, 1981, it stated that overall costs per unit of service provided (per square foot or per employee) to the new building would be lower than for the existing building. In examining government services provided directly to office buildings, it has been found that short-term costs would grow more slowly than office space. If office space grew 60%, police costs were estimated to grow at 28% and fire costs at 1%.⁴ Discussions with service agency personnel regarding capacity and ability to provide services to that project indicated that existing facilities, equipment, and labor could serve the larger square footages proposed for the site without increases in manpower or equipment. Such discussions do not indicate that thresholds for increasing costs per unit of service would be reached.

The difficulty of estimating costs for the site is further complicated by two factors. The site is not within the Central Business District (CBD) and findings about the downtown may not apply. The project would include residential units, and thus findings about office buildings would not apply to the entire project. Total costs for servicing the site probably would increase because of the increase in floor space and employment.

The net marginal cost (or increase in the deficit) per peak hour Muni ride is \$0.4236.⁵ The transportation impact section (p. 60) estimates there would be 134 PM peak transit trips on Muni. Doubling this for AM plus PM peak trips, there would be 268 peak hour Muni trips per day. This increased demand for Muni services would cost \$29,516 in 1981-82 dollars.⁶ Because the existing site is vacant it creates no costs for Muni and so the net increase in costs, or deficit, would also be \$29,516. This cost estimate includes operator labor,

maintenance labor, fuel and power, other direct operating costs, parts, and amortization of incremental vehicles. It does not allocate any incremental facilities costs, nor any incremental supervisory staff costs, although such costs would also be included at some level.⁷

In the 1980-81 budget, 7% of discretionary General Fund revenues were allocated to Muni. Seven percent of the \$400,941 in General Fund revenue that would be generated by the proposed project would be about \$29,200 in 1983 (assuming a 2% increase in General Fund revenues per year). However, as there is no way to determine how General Fund expenditures would change if the project were not undertaken, it may not be appropriate to compare the costs to the revenues.

Comparison of Changes in Costs and Revenues: On a per service unit basis, the project might increase short-term revenues from the site more than it would increase costs, giving the project a higher revenue to cost ratio than did the uses existing on the site in 1981. However, because of the lack of adequate cost data (e.g. for impacts) and of the lack of an accepted methodology for opportunity costs, this conclusion is tentative. Also, assuming the development would have an initial beneficial fiscal impact, the benefits would only be temporary, because in the long run revenues from the project would increase at a slower rate than costs, due to Proposition 13 limitations on property tax increases.⁸

- **Employment:** Because Bauer-Schweitzer has ceased operations, 20 manufacturing jobs have been lost.⁹ The project would attract about 190 office jobs,¹⁰ some of which would be new to the City and some of which would be jobs relocated from other San Francisco offices. The existing but relocated jobs would leave vacant office space which in many cases could fill with workers new to the City. The project would create about 148 person-years of construction work (30 temporary construction jobs for about three months followed by 80 temporary construction jobs for about 21 months). Thus, there would be a net increase of permanent jobs.

Each additional job due to the project would create more jobs through the multiplier effect as each new employee spends income on goods and services. These expenditures increase demand which in turn would require more new workers to satisfy it. Employers also spend money for business goods and services, such as office furniture to accommodate new employees. These effects ripple through the local economy by having a primary impact (the new job) and secondary impacts (other additional jobs) to supply the demand generated by the original job.

The size of the multiplier effect in the Bay Area has been estimated in the University of California Bay Area Input-Output (I-O) Model, which shows the effect growth in one sector of the economy has on all other sectors. Growth is

expressed in sales by sector and can be translated into jobs. Table 14 (p. 88) shows the effect of the project, including the loss of manufacturing jobs and the increase in office jobs. (For purposes of this analysis, the Bauer-Schweitzer office staff are classified as manufacturing employees as that is the sector in which they work). For example, the 20 manufacturing jobs are responsible for creating two jobs in trade ($20 \times 0.09710 = 1.9$), so two such jobs would be lost due to the elimination of the 20 manufacturing jobs.

The new office jobs due to Francisco Place would be in the FIRE (Finance, Insurance and Real Estate) sector. As Table 14 (p. 88) shows, these jobs would result in 38 government and service jobs, 34 manufacturing jobs, 32 FIRE jobs, 20 trade jobs, 19 transportation, communications and utilities jobs, 16 construction jobs, and 3 agriculture jobs. After subtracting those lost due to the elimination of the 20 Bauer-Schweitzer jobs, there would be a net increase of 146 secondary jobs. When added to the net increase of 172 primary jobs, the total impact of the project on Bay Area regional employment would be 318 new jobs across all sectors of the economy.

As the I-O Model is based on the Bay Area regional economy, employment impacts on San Francisco cannot be isolated in the above analysis. An approach which isolated the employment impacts on San Francisco was used in several San Francisco EIR's¹¹ which estimate that 40% of those employed in downtown offices actually live in the City. Assuming this would also be true of office workers at the site, 69 of the new 172 employees would live in the City. The other 103 would live elsewhere in the Bay Area. The impact of these primary jobs can be estimated based on the assumption that each new employee that is a San Francisco resident generates .6 secondary jobs in San Francisco while each new employee that is not a resident of the City generates .13 additional jobs in San Francisco.¹² This results in 55 new secondary jobs in the City ($69 \times .6$) + ($103 \times .13$) model applicable to individual municipalities. Furthermore, the secondary employment estimate does not include expenditures by employees which would increase the overall impact. In total, then, an estimate is that the project would result in about 230 new primary and secondary jobs in San Francisco.

Construction: The 148 person-years of construction work over 24 months would average out to 74 construction jobs during a one-year period. Applying the construction multiplier across sectors, these jobs would result in 70 secondary jobs in the Bay Area, 25 of which would be in manufacturing. As construction jobs are temporary, this level of new employment would not be sustained by the Francisco Place project, although other new construction projects could replace demand due to this project.

Table 14

EMPLOYMENT IMPACTS OF THE PROPOSED PROJECT ON BAY AREA JOBS /1/

Employment Sector	Manufacturing Multiplier	FIRE/2/ Multiplier	Lost/3/ Jobs	New/4/ Jobs	Net Change	Construction Multiplier	New Jobs
Agriculture & Primary Processing	.01851	.01366	0	3	+3	.01516	1
Construction	.02041	.08588	0	16	+16	.01899	1
Manufacturing	.33345	.17696	7	34	+27	.34641	25
Transportation, Utilities Communication	.09756	.09976	2	19	+17	.11320	8
Trade	.09710	.10191	2	20	+18	.12501	9
FIRE /2/	.10349	.16717	2	32	+30	.12501	9
Service & Govt. Enterprises	1.4792	.19750	3	38	+35	.22017	16
Total Secondary Employment (Sum of all Sectors)			16	162	+146	70	
Total Primary Employment			<u>20</u>	<u>192</u>	<u>+172</u>		
Grand Total			-36	354	+318		

/1/ Bay Area Input-Output Model, University of California at Berkeley Extension, p.20.

/2/ FIRE: Finance, Insurance and Real Estate.

/3/ Lost Jobs: Manufacturing multiplier x 20.

/4/ New jobs: FIRE multiplier x 192.

Source: Planning Analysis & Development

To estimate the effect of the new construction jobs on City employment, the same method used for permanent employment estimation is applied, except that a higher multiple is used for construction workers compared to office workers, as the former enjoy higher wages. Thus, assuming 40% of the new construction workers live in the City, and that each one of them generates .9 new jobs in the City, and that the 60% who live outside the city generate .33 new jobs in San Francisco, about 110 new jobs would be created in the Bay Area.¹³ This does not take into account new employment due to the expenditures of employers, and therefore is a conservative estimate. However, the construction jobs are temporary, thus their multiplier effect would continue only as long as construction continues.

Housing: Both the office and housing market at which the project would be directed are in the middle price range for new construction. As the site is outside the Central Business District, office rents would be about \$22 per square foot per year, compared to \$30-\$40 for new space in the core.¹⁴ The average price per square foot of residential units at Francisco Place would be about \$210, with an average cost of about \$200,000 per unit. Comparable data on other projects in the area average \$166,000 per unit at 2120 Stockton and \$252,000 per unit at 44 Macondray Lane.¹⁵

- Although project construction cost, and therefore condominium sales prices, would be in the average range for new residential construction, units in the project would not be affordable by households with median or lower incomes, using traditional forms of financing. This is due in part to high interest rates for both construction financing and home mortgages. One method for determining the annual income needed to support a given sales price is to divide the sales price by 2.5.¹⁶ Thus an annual income of \$80,000 would be required to afford the average priced Francisco Place condominium (\$200,000).¹⁷ The 1981 median household income in San Francisco is \$30,500 for a family of four, which means only half of the households have incomes of \$30,500 or more. If the median income is the amount needed for a family to qualify as a moderate income household, an affordable unit would have to be priced below the \$200,000 of the market rate units.¹⁸

The San Francisco Subdivision Code (Section 1341) requires housing projects of 50 units or more to provide a minimum of 10% low and moderate income housing if subsidies are available. The sponsor proposes to provide 12 low and moderate income units on the Mason Street lots or 15% of the 81 market rate units if the necessary subsidies can be obtained. The sponsor proposes to provide subsidized housing through Section 8 or some other funding program and is working with the Chinese Community Housing Corporation to secure financing and develop legal and ownership provisions to assure the units remain occupied by low and moderate income households. The form of tenure and prices or rental rates for these

units have not been determined. If the units are owner-occupied, prices should range between \$64,000 and \$92,000 depending on the number of bedrooms.¹⁹

As the cost of construction would be \$150 per square foot and the average moderate income unit would be 1,000 sq. ft., the sponsor would, under these conditions, have to subsidize an average of \$78,000 per unit or \$936,000 overall, unless housing assistance funds could be secured to lessen these costs. When land costs are taken into consideration, the subsidy would have to be increased further.

If the market could bear it, these costs would be spread across the market rate units and office tenants in the project. Using the \$936,000 figure and spreading it 60% across the market units (\$561,600) and 40% (\$374,400) across offices to reflect their share of the floor area, there would have to be an \$8 per square foot increase in office rentals and \$7 per square foot increase in residential sales prices. The office market in this location would not support rents in the range of \$30, but the \$8 could be applied over several years to reduce the initial costs to tenants. For dwellings, the \$7 per square foot subsidy would average about \$7,000 per unit. The market study and appraisal for the project estimated the maximum housing cost supportable by the market, (Table 1, p. 18), so it is unlikely any additional cost could be passed on to the market rate units. Thus, \$561,600 would have to come out of the estimated profits, if no subsidies are received.

Growth-Inducing Impacts: The residential units in the project would not have a growth-inducing impact on the City as a whole, even if all the units were occupied by persons new to the City. This fact is due to the declining population of San Francisco as revealed in preliminary counts of the 1980 Census. Thus, any in-migration due to the project would be more than offset by the greater trend toward out-migration. The project would increase local population by about 197 persons, assuming 2.12 persons per household.²⁰ These residents would increase demand for neighborhood services such as theaters, cleaners, groceries, etc., but would not generate enough trade to encourage new commercial facilities.

The land-use succession from industrial to office and residential use has occurred or is occurring in central cities across the country. Examples include the Northern Waterfront and South of Market areas in San Francisco, the Soho district south of Houston Street in New York City, and the North End and Waterfront in Boston. Rising production costs in San Francisco combined with obsolete production methods led Bauer-Schweitzer to decide to cease operations.²¹ The high price obtainable for the land precludes other industries from purchasing the site. As the malting mill is a basic export industry with respect to the City, its closing would have a growth-reducing effect. The estimated 192 new

office jobs would have a regional and local growth-inducing impact through the multiplier-effect.

1. Francisco Place Venture, telephone conversation, March 18, 1981.
2. City and County of San Francisco, Citizen's Housing Task Force Report, July 29, 1981, p. 36, 1980 Census, preliminary count.
3. Per capita government expenditures include the following:

General government	\$ 103
Public protection	283
Public works, transportation	464
Recreation and culture	64
Health and welfare	<u>373</u>
	$\$1,287 \times 197 = \$253,539$
4. SPUR, Impact of Intensive High Rise Development on San Francisco, 1974, pp. 201,202,214,221. Also, Arthur Anderson, Inc., Downtown Highrise District Cost Revenue Study, 1980, finds that revenues exceeded costs in 1976-77 and 1978-79.
5. Bruce Bernhard, "The Marginal Cost of Peak Period Muni Passenger Trips per Unit of Office Space," San Francisco Public Utilities Commission, February, 1981.

The Spear and Main Street Office Building FEIR, (EE80.349, certified February 11, 1982), pp. 59-60 of "Comments and Responses", explains the study and is hereby incorporated by reference. The PUC staff has developed new cost information to estimate the additional or marginal costs. The net marginal cost (or increase in the deficit) per additional peak period trip which was \$0.3886 in 1980-81 dollars must be inflated by 9% to \$0.4236 for 1981-82 dollars.
6. 268 peak rides per day x 260 work days per year x \$0.4236 cost per ride = \$29,516.
7. Bruce Bernhard, op. cit.
8. 101 Montgomery Street EIR, EE80.26, p. 87, Certified May 7, 1981, based on a study performed by Recht Hausrath and Associates.
9. Connie Mohr, Office Manager, Bauer-Schweitzer, telephone conversation, April 7, 1981.
10. Based on 48,000 sq. ft. of office space and 250 sq. ft. per employee.
11. 456 Montgomery EIR (EE79.178), certified February 21, 1980; Federal Reserve of San Francisco EIR (EE78.207), certified June 14, 1979; 101 California EIR (EE78.27), certified August 9, 1979; Crocker National Bank EIR (EE78.298), certified July 26, 1979; Pacific Gateway EIR (EE78.61), certified July 26, 1979; 101 Montgomery EIR (EE80.26), certified May 7, 1981.
12. Bank of America Data Center EIR, EE74.128, certified August 8, 1975, original source.

13. 101 Montgomery EIR, EE80.26, certified May 7, 1981.
14. Jim Flack, Flack and Flack, real estate appraisers.
15. Ibid.
16. Michael Flo, U.S. Department of Housing and Urban Development, telephone conversation , August 6, 1981.
17. $\$200,000 / 2.5 = \$80,000$, the minimum income needed to afford the average priced unit at \$200,000.
18. U.S. Department of Housing and Urban Development, Economic and Market Analysis Division, "Income Limits for Housing Programs". Moderate income households include those with incomes between 80% and 120% of the median income, October 1981.
19. Richard Backer, San Francisco Department of City Planning, telephone conversation, November 27, 1981.
20. City and County of San Francisco, Citizen's Housing Task Force Report, op. cit.
21. Connie Mohr, Bauer-Schweitzer, Office Manager, telephone conversation, April 7, 1981.

K. SUMMARY OF COMMUNITY CONCERNS

Neighborhood residents expressed a variety of opinions regarding the proposed project. These attitudes ranged from wishing to designate all or part of the site as a City landmark, to wishing to tear down the towers and redevelop the site within the 40-foot height limit, to wishing to reduce anticipated impacts of the proposed project.

Landmark designation was initiated by a neighborhood resident who filed a case report which was approved by the Landmark's Preservation Advisory Board (LPAB) on January 7, 1981 (Resolution No. 204). LPAB voted to designate the entire Bauer-Schweitzer site excluding the silos and iron shed. Subsequently, the City Planning Commission sustained their staff's recommendation to designate only the towers for landmark status (Resolution No. 8865, March 5, 1981). Designation of the Towers was sustained by the Board of Supervisor's Planning and Housing Development Committee on June 1, 1981 (Ordinance No. 292-81, File No. 90-81-4). This was followed by the Mayor's approval on June 5, 1981 (effective July 5, 1981).

● People in opposition to preservation of the towers argued that the buildings would exceed the 40-foot height limit and would block views that would otherwise be open. The general membership of the Telegraph Hill Dwellers voted not to support the project as the towers would continue to exceed the height limit. A petition with about 60 signatures of persons who opposed the project was submitted to the City Planning Commission on February 19, 1981, and to the Board of Supervisors on May 8, 1981. The organizer of the petition states that she has placed a copy of the petition on file with the Office of Environmental Review.¹ Another reason some opposed keeping the towers is that residential light could create a disturbance at night and window glass could create glare during the day.

None of the immediate neighbors around the malting mill oppose keeping the towers and 60 signed a petition in support of the project. A community meeting was held at the Telegraph Hill Neighborhood Center on October 17, 1980; the sponsor presented the project, and neighborhood concerns were expressed regarding curb-cuts, street parking, loading facilities, and traffic. Some residents were concerned about provision of moderate and low income housing on the site, with various individuals supporting and others opposing it. Subsequently, community concern was expressed to the Office of Environmental Review regarding neighborhood preference for a stable population at Francisco Place, rather than high turnover and housing speculation.

1. Judith Robinson, telephone conversation, May 7, 1982.

V. MITIGATION MEASURES

In the course of project planning, design, and coordination, measures have been identified that would reduce or eliminate potential environmental impacts of the proposed project. Some mitigation measures are still under consideration, and some have been rejected. Some of the measures that have been adopted as part of the proposed project are contained in the December 30, 1980 Final Initial Study for the project included in Appendix E, pp. 203-210.

Each mitigation measure and its status are discussed briefly below. Where a measure has been rejected, the reasons for its rejection are also discussed. Rejected measures could be required by the City Planning Commission as a condition of project approval. Where a measure is still under consideration, its implementation would be optional on the part of the project sponsor, architects, or future contractors, unless required by the City as a condition of project approval.

A. LAND USE AND PLANNING CONSIDERATIONS

To help to ensure provision and retention of moderate income units, the sponsor would investigate having the Chinatown Community Housing Corporation, a non-profit organization, retain equity interest in the low and moderate income units.

B. HISTORIC RESOURCES

● The project would involve adaptive reuse of the Bauer-Schweitzer malting towers and one silo. Bauer Schweitzer is one of two barrel malting operations remaining in the United States. The design would maintain an industrial character, although the facades and interiors would be altered. The sponsor agrees to donate malting mill equipment to an appropriate repository. These items include a scale, four oven doors and a Works Progress Administration mural, providing it is possible to remove the latter. The sponsor also agrees to preserve significant historical artifacts found during construction in an appropriate repository.

● The sponsor agrees to create a film or slide show showing the malting mill facilities and to provide a photo or drawing exhibit open to the public depicting historic uses of the site for permanent display within the proposed project. The sponsor rejects the LPAB-recommended mitigation of providing documentation according to the Historic American Engineering Record standards because of its estimated expense of \$18,000 to \$20,000 and because the existing structures have already been professionally photographed.

Should any archaeological artifacts be found during project excavation, the Environmental Review Officer and the president of the Landmarks Preservation Advisory Board would be notified. Need for a preconstruction testing program would be determined by the Office of Environmental Review. Unless recommendations from a preconstruction testing program indicate need for retention of the ongoing services of a qualified historical archaeologist, the San Francisco Office of Environmental Review would make a determination as to the significance of any find, with the assistance of a qualified archaeologist and any other experts which might be required. The Environmental Review Officer would then recommend mitigation measures, if necessary, and recommendations would be sent to the State Office of Historic Preservation.

In the event cultural resources are encountered, excavation would be suspended for up to two weeks, to permit inspection and retrieval, if appropriate. Construction is normally recommended by the Office of Environmental Review to be suspended for up to four weeks. The four week suspension period is rejected by the sponsor. The sponsor proposes to minimize construction delay by conducting hand-augered borings in sensitive locations under the supervision of an archaeologist or other expert. The bores would then be available to the archaeologist and to the Office of Environmental Review for evaluation and recommendation. Decision-makers may require suspension for up to four weeks as a condition for approval of the project.

C. VISUAL QUALITY AND URBAN DESIGN

The railroad track spur, the railroad car frequently parked on Francisco and the abandoned boxcar on lot 18 would be removed. Mechanical and electrical equipment on the roof and north facade of the towers would be removed, and all exterior walls would be trowelled and painted.

The project would provide mid-block, landscaped open space where none now exists. The proposed courtyard design and configuration abuts existing yards adjacent to the site so as to provide the amenity of continuous open space for immediate neighbors. There would be a 4.5 foot side setback along the south property line of the Mason Street units to reduce impacts on the adjacent building. Prior to construction, the sponsor agrees to prune the existing trees in front of the Mason Street lots, to improve the appearance of the street, as requested by the neighbors on this block.

- To reduce potential glare from the towers, tinted non-reflective windows would be used throughout the project. Mechanical engineering consultants would be retained to determine the kind of tinted, non-reflective glass that would be

most effective in reducing night-time glare. To reduce potential night-time light annoyance, the sponsor would install no exterior lights above the second story. Daytime glare would be minimized through the use of brown-tinted glass.

Obstruction of long range views could be mitigated by removing the towers and the silo. This was rejected by the sponsor for a number of reasons. Presence of the towers and the silo would help to retain some of the historic fabric of the site as desired by some residents. The towers would be the most conducive structures for adaptive residential use because of their proportions and greater perimeter walls compared to the other buildings on the site. This perimeter area permits greater access to light and air which are desirable for dwelling units. Further, following the 1906 earthquake, the towers were rebuilt with reinforced concrete sleeves,¹ making them the most seismically sound structures on the site. One silo would be retained because of its adaptability as a circulation core that could be used by residents in both of the towers.

1. Archeo-Tec, Inc., op. cit., p. 21.

D. TRANSPORTATION

Traffic: Two vehicular access/egress points to the project garage would reduce traffic impacts on any one street by dispersing the traffic between Francisco and Mason. Consequently, the service levels on these two streets would be reduced no more than one grade at most, and none would operate at a lower level than "C" (average delays) in the peak hour. The project's driveway locations would also minimize daily traffic on Chestnut which is used by pedestrians who frequent the Telegraph Hill Neighborhood Center.

The sponsor agrees to encourage carpool/vanpool systems in cooperation with RIDES for Bay Area commuters by acting as an intermediary and conducting post-occupancy evaluation of the project's resident and employee needs. The sponsor agrees to set aside carpool/vanpool spaces in the project garage as needed, and to provide a tenant directory to facilitate carpooling or vanpooling. The Homeowner's Association would provide transit and ridesharing information and assistance.

Parking: Reduction of curb cuts and removal of the Southern Pacific spur track would increase on-street parking spaces by about 35. The flexible parking program proposed by the sponsor to be implemented by the homeowner's association would allow the purchase of unused parking spaces by the office tenants and neighborhood residents. The evening and weekend use of office parking spaces would also be leased out. The flexible parking program should satisfy parking

demands due to the project and would result in new spaces being made available to neighborhood residents during evening and weekend hours. The sponsor agrees to locate bicycle racks in the project garage.

The sponsor agrees to ensure that parking for workers during construction would be provided by the contractor at an off-site, off-street location nearby (probably the North Point Garage). The sponsor agrees that trucks hauling materials to and from the site would park entirely on the site whenever possible during loading and unloading activities, to minimize disruption of traffic on surrounding streets.

Transit: The sponsor agrees to post transit routes in prominent locations within the proposed project. The sponsor would investigate having MUNI fast passes sold at the Credit Union on Mason and Francisco since no readily usable outlet would be at the proposed project site.

To minimize the project's impacts on Muni load factors, the sponsor proposes to take measures to encourage the use of non-transit modes of travel such as walking, bicycling and ridesharing among residents and employees. The sponsor agrees to provide secure bicycle parking on the office levels of the parking garage as well as bicycle storage space on the residential level. Walking would be promoted by providing a directory of nearby shopping, restaurants, services and recreational opportunities to all employees and residents through the condominium association. Carpooling and vanpooling would be promoted by the condominium association through RIDES and would provide on-site information and assistance. Vanpool spaces would be set aside in the project garage.

The Muni Five Year Plan suggests that local assessment fees be levied to supplement its farebox and advertising revenues in order to meet its operating costs through 1983. The sponsor does not propose to provide an assessment fee to Muni because the sponsor believes that responsibility for supporting Muni service improvements cannot be quantitatively assessed and that surplus peak-hour capacity in the area would still be available with the project and cumulative downtown development. The project office space would generate trips requiring new service at no more than half the rate of downtown offices because only half of the workers would travel in the peak travel direction or would be aboard at points of maximum loading. Work trips of dwelling unit residents would already be included in the assessment formula applied to downtown office development.

The sponsor agrees to provide "eyebolt fixtures" suitable for suspending Muni trolley wires on the street frontages if recommended by the Muni Planning Department.

Pedestrians: To reduce potential pedestrian-vehicle conflicts, driveway locations are planned to minimize impacts on the most vulnerable groups: children and elderly at the Telegraph Hill Neighborhood Center and students from the Francisco Junior High School. The project would increase traffic less than 5% on Chestnut and Francisco where these facilities are located. To minimize the threat to pedestrian safety near project driveways, warning signals and buzzers would be installed to signal to pedestrians on the street that a vehicle is emerging from the garage.

The project would increase pedestrian movement near the site by about 75%, resulting in more street life favored by some neighbors. In addition, more pedestrian activity could help reduce street crime, according to an analyst at the Police Department.

Loading: Yellow on-street loading spaces would be provided alongside the Francisco driveway and if permitted by the Police Department, in front of the Chestnut Street entrance. On-street loading spaces would be supervised by project personnel to ensure proper use. Provision of electric carts to facilitate loading from the Francisco Street space to the elevators and dumpsters located in the basement would be investigated. In addition, one or two off-street parking spaces with an 11-foot clearance would be provided for panel trucks and delivery vans.

Section 153 of the City Planning Code requires that the project provide one off-street freight loading space with the minimum dimensions of 25 feet in length, 10 feet in width, and 12 feet in vertical clearance. The sponsor rejects this because he wishes to maintain the architectural integrity of the facade and the calculated demand for loading spaces would not exceed that provided by the proposed combination of on-street and off-street spaces. Policies from the Department of City Planning "Guiding Downtown Development," May 1981, require the project to provide two off-street loading spaces of the minimum dimensions of 35 feet in length, 12 feet in width and 14 feet in vertical clearance. The sponsor rejects this for the above mentioned reasons. Nevertheless, decision-makers may require one or the other of these requirements as a condition of project approval.

Building directories and visual aids indicating the location of the freight elevators would be placed in the loading area of the building. This measure would be consistent with proposed off-street loading requirements contained in "Guiding Downtown Development" (p. D-10).

Hauling: During construction, about 29,000 cubic yards of excavated materials and an unknown amount of demolition debris would be hauled from the site. In order to minimize the traffic impact of hauling, the sponsor agrees to meet with

community groups, the Department of Public Works Traffic Engineering Section, and the Transportation Policy Group to decide on a truck route that would minimize disturbances.

During the construction period, construction truck movement would be limited to the hours between 9 AM and 3 PM to minimize peak-hour traffic conflicts.

Rerouting: Sidewalk closures would occur for about six to nine months on the south side of Francisco Street; for as much time as possible, a protected walkway would be provided for routing pedestrians around the project construction. Temporary partial street closures necessitated by removal of the railroad spur tracks would be arranged to minimize disruption of traffic. The street closures would be at times and locations approved by the Department of Public Works.

E. AIR QUALITY MITIGATION

The sponsor would require the construction contractor to water down the site twice daily during excavation to reduce air-borne particulate matter by 50%. The sponsor agrees to suspend earthmoving activities during periods of high wind.

As long as they would result in no material delay in project construction, the sponsor agrees to schedule major dust-generating activities during times of low wind, to phase construction so that major earthmoving and demolition activities would occur during periods of maximum soil moisture content (late fall through early spring), and to physically cover storage piles.

During construction, drivers of trucks in loading or unloading queues would turn off their engines when not in use to reduce vehicle emissions.

F. NOISE MITIGATION

The sponsor would include a clause in the construction contract requiring the contractor to use equipment which would meet noise emission standards in the San Francisco Noise Ordinance. Failure to comply with the requirements could result in revocation of the building permit for the project.

The sponsor agrees to the following noise mitigation measures:

1. Limiting the hours of equipment operation from 8 AM to 5 PM.
2. Limiting construction equipment to the minimum required for a particular phase or task.

3. Use of state-of-the-art mufflers, silencers, and noise control features for all equipment.
 4. Where there is a choice, selection of the quieter procedures or machines.
 5. Eliminating unnecessary warm-up, idling, and engine revving.
- These measures could reduce noise levels by about 12 dBA during excavation, 10 dBA during erection, and 13 dBA during carpentry and finishing. The sponsor agrees to consider mitigation of the noise impact of concrete sawing by having it performed from the interior of the towers, if the required sidewalk closure permit can be obtained from the Department of Public Works. The sponsor also agrees to consider an additional or supplementary measure of enclosing plywood on scaffolding surrounding the towers. This could result in reduction of noise levels of up to 25%.

G. ENERGY

The project would use less energy than conservation standards required by the State of California Administrative Code, Title 24.

Conservation measures agreed to by the sponsor include using wall and floor insulation with an R-factor of 19 and thermopane double-glazed windows where specified by the sponsor's mechanical engineer. In addition, two conservation measures are under consideration: using a heat recovery cooling system to complement commercial hot water heating and using a solar-assisted heating system to complement domestic hot water heating.

The sponsor agrees to further investigate the feasibility of a solar-assisted heating system and to design the roof structure and plumbing facilities to accommodate future installation.

The estimated cost of the heat recovery system is about \$10,000, while that of the solar system would be about \$41,000 including collectors and storage facilities. These prices are in addition to that of the conventional system that would have to be installed. The payback period for the solar system would be 26 years, based on natural gas prices of \$.29 per cubic foot, escalated at the rate of 12% per year to account for increases.¹ The sponsor would continue to evaluate the implementation of these mitigation measures and would make a decision after further design development.

The building operator would be directed to provide the Department of City Planning with one year of monthly energy consumption (natural gas and

electricity) data after the building is in normal operation. If consumption exceeds the amount projected in the EIR, the owner/operator would agree to have PG&E or another certified energy audit performed, and to implement those recommended energy conservation measures which have a three-year payback.

1. Glumac and Associates, Inc. Francisco Place: Mechanical and Electrical Environmental Impact Study, op.cit. Natural gas prices have increased since this estimate was made.

H. GEOTECHNICAL

The sponsor has agreed to follow the recommendations of a California licensed soils engineer regarding detailed excavation and shoring procedures and foundation design. When final grading and foundation plans for the project are available, the soils engineer's report would be submitted to the Bureau of Building Inspection for approval.

Excavation would be accompanied by shoring and underpinning to prevent impacts on adjacent structures. This would be necessary to assure ground stability for adjacent parcels and foundations. Underpinning would extend the depth of existing foundations to the depth of the excavation, and involves building a wall that has strength sufficient to absorb the loads formerly distributed by the foundation to the earth. The permanent foundation wall of the new construction also would perform this function. Structures adjacent to site property lines would be underpinned where footings are less deep than the proposed excavation plus 18 inches of structural fill.

The sponsor's soils engineer recommends the following mitigation measures for consideration in design and installation:

1. Prior to any work, elevation readings and photographs should be taken of adjacent properties. In addition, a review should be made of the probable foundation support of the adjacent buildings to provide reasonable assurance that it would be safe to temporarily remove support from the adjacent foundations.
2. The underpinning operations for a given footing should be performed in at least three stages that stagger the underpinning piers at appropriate intervals to minimize the temporary reduction of support of the existing footings.
3. Underpinning piers should be only a few feet in length and should be at least as wide as the footings they underpin; they should extend to a depth of at least one foot below the level of the footings for the proposed structure.
4. During the excavation of an underpinning pier, loss of ground stability must be prevented. This may require that lagging be installed along the sides and rear of the piers as the excavation proceeds downward, with any void behind the lagging appropriately backfilled.
5. It would be desirable to apply a pre-load (equal to a percentage of the foundation load) to each underpinning segment prior to dry packing. This should be carefully executed since too large a load can be as detrimental as no load at all.

6. The temporary shoring system used at the site must be carefully constructed to avoid loss of ground support for adjacent structures. If conventional soldier piles and lagging are used, casing would probably be required during the installation of them, and would have to be continuously installed as the excavation proceeds downward.

The project would retain a shoring and underpinning contractor who would determine from shoring drawings and on-site inspection which of the mitigations would be required to protect adjacent residences.

If excavation begins during the rainy season, the sponsor has agreed to abide by the recommendation of the soils engineer to flatten slopes created during excavation to ensure that they do not lose support capability. In addition, the sponsor would not excavate within 20 feet of the existing tower.

The sponsor agrees to undertake additional geotechnical studies before the design for the proposed basement garages is further refined. The studies will include more borings, additional laboratory tests of bore samples, and detailed soil and foundation engineering studies to evaluate the following:

- dewatering, shoring and excavation requirements
- specific foundation support design criteria and the estimated settlements of foundations
- lateral load criteria for permanent basement walls
- design criteria for the lower level basement slabs.

The foundation support system for the proposed structures would have to extend through Bay mud and other silty clays. Consequently, the hydrostatic pressure of ground water may require that uplift piers or piles be incorporated into the foundation design to resist unbalanced hydrostatic pressures. The sponsor agrees to authorize further geotechnical and design studies and agrees to mitigate this potential impact on new and existing structures if recommended by the studies.

I. COMMUNITY SERVICES

Fire: The sponsor proposes a life safety program to reduce fire hazards for future residents of the project. The program would include:

- fire containment by construction materials
- fire detection
- occupant notification (by means of an automatic smoke detector alarm)
- automatic fire suppression (sprinkler system)
- multiple escape routes, including a silo-enclosed circulation core between the towers and a smoke tower within the Francisco elevation
- Fire Department access and facilities
- monitoring of the automatic suppression system by means of electrical signals transmitted to a constantly attended location. This would assure a constant state of readiness and instant summoning of the Fire Department by a trained operator.

This level of fire safety is not normally provided in low rise structures due to the cost involved, but it is economically feasible for the mix of building types proposed by the sponsor. For a full discussion of life safety systems, refer to the report on file with the Office of Environmental Review, entitled "Proposed Fire Protection Provisions for Francisco Place," by Rolf Jensen and Associates, November 7, 1980.

Police: The project would have a security guard equipped with radio communication which could help reduce street crime and burglaries. The sponsor would consider an electronic monitoring system for the public, office and garage areas of the project.

Water and Sewer: The project would incorporate low-flow faucet and toilet fixtures to reduce water consumption and wastewater volume.

Solid Waste: The project sponsor would provide containers to building tenants for collection and storage of recyclable solid wastes, such as glass, metal, computer cards, and newspapers.

**VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED
IF THE PROJECT IS IMPLEMENTED**

A. Land Use: The project would result in housing and offices that could preclude any other use of the site for at least 50 years.

B. Historic Resources: The project would involve the removal of some of the buildings of one of the last remaining barrel malting mills west of the Mississippi. Excavation for the underground garages could impact remains of Meigg's Sawmill and houses identified on the 1852 and 1857 Coast Survey Maps.

C. Visual Quality: The project would increase night-time light, as glass windows would account for most of the new exterior surfaces for the towers, where few windows now exist. Adaptive reuse of the towers would continue to block long range views from Telegraph Hill.

D. Traffic: The project would generate about 600 additional vehicle trips per day with about 110 occurring in the peak hour. The project would increase daily traffic on streets near the site from 2-23% over levels that would otherwise prevail by 1983. The greatest impact would occur on Francisco, east of Mason, where traffic would increase to 2,030 vehicles per day, up from 1,650 trips, or 23%. When the cumulative impact of this and other projects near the site are taken into consideration, the impact on Francisco would be a 65% increase in traffic over the levels that would otherwise exist in 1983, or about 70% higher than 1981 levels. Traffic levels of service would not be reduced below the C level (average delays) except immediately following dismissal of Francisco Junior High School, when the project could cause traffic service levels to deteriorate from C/D to the D level (long delays) on Francisco at Powell.

E. Noise: Construction activity associated with the project would produce increased noise levels. These expected increases are detailed in Table 11 (p. 73).

VII. ALTERNATIVES TO THE PROPOSED PROJECT¹

A. NO PROJECT

If the project were not built, none of the impacts associated with it would occur. Industrial buildings would not be removed from the site and the parking lot on Mason Street would remain. Bauer-Schweitzer has ceased operations, and would have to remove the railroad spur as a condition of their revocable encroachment permit. The sponsor would seek a purchaser for the site, and any subsequent development would have to comply with the City Planning Code. The site could continue in industrial use so long as non-complying activities are not "enlarged, intensified or extended" according to Section 181(a) of the City Planning Code.

The reasons Bauer-Schweitzer went out of business were: antiquated physical plant, small size, out-moded industrial processes, and an inconvenient and costly location regarding inputs to production. The inability of the plant to store large lots of barley used in the malting process meant Bauer-Schweitzer was unable to purchase this basic input at competitive prices. Consequently, the business was no longer profitable. Aside from the zoning restrictions in the immediate area, Bauer-Schweitzer could not expand to acquire barley storage facilities nearby due to high land costs in North Beach.²

-
1. If decision-makers determine that a rejected alternative is a more appropriate use for the site than the proposed project, that alternative could be approved.
 2. Connie Mohr, Office Manager, Bauer-Schweitzer, telephone conversation, April 7, 1981.

B. INDUSTRIAL REUSE

Site and Land Use: The Bauer-Schweitzer malting mill is an allowable or principal land use in an M-1 (Light Industrial) zone, and could be reused for other industrial activities that are also allowed as principal uses in M-1 zones, according to Section 182(b) of the City Planning Code. Although such a conversion would also be considered a non-conforming use, light manufacturing, industrial research, chemical research and experimental laboratories could exist in an R district under these circumstances. If an alternative industrial use for the site were found, there could be little or no change to the physical plant other than demolition, as the towers are non-complying structures, and no rear yard open space would be required. Any physical changes could not increase

the discrepancy between existing conditions on the site and the required standards for new construction set forth in the City Planning Code (see Section 188). Consequently, there probably would be no excavation associated with industrial reuse. The Mason Street lots could not be developed industrially, and would either remain as they are, or would be developed with housing as in the proposed project. If these units were developed by the sponsor, the twelve units would be sold at market rates.

Historic Resources: A new industrial use would probably leave the building exteriors intact, although changes that bring the facilities closer to compliance with the Planning Code would be allowed. Exterior changes such as adding windows to the tower would be allowable, and the Chestnut Street building and facade could be altered if needed. Since the towers have been designated as landmarks, any change to these structures would have to receive a Certificate of Appropriateness. Unless another maltster is found, the antique machinery and other industrial artifacts would probably be removed.

Visual Quality The industrial appearance of the towers probably would not be dramatically changed for another industrial use. Modern light industry is typically served by truck rather than rail, so the railroad spur and car would probably be removed as required by Bauer-Schweitzer's revocable permit. However, a new industrial user could apply for a new revocable permit. There would be no landscaped courtyards, as in the proposed plan, but the Mason Street lots would have open space, landscape and streetscape improvements if they were developed for residential use. An industrial use with more employees or greater frequency of shipping and receiving could lower some residents' sense of neighborhood quality. On the other hand, a new industrial use might not result in as much increase in night time lighting and resultant glare as the proposed project. A greater sense of privacy in the neighborhood could be maintained in industrial reuse, especially if fewer windows are provided than with the proposed project.

Transportation: An alternative industrial use at the site could result in more vehicular and pedestrian trips than Bauer-Schweitzer because the malting mill had a very small staff. For example, modern light industry employs about one worker per 500 square feet.¹ The 45,000 square foot mill site, considering the ground floor alone, could accommodate about 90 workers. Bauer-Schweitzer employed 20 people. Whether a new industry with more employees would constitute an intensification of use would have to be determined by the City Planning Commission in deciding whether to allow the conversion.

Vehicle trips associated with any industrial use would tend to be more concentrated during peak periods than trips associated with a mixed office and

residential use. Thus, although the proposed project could generate more trips, these impacts would be distributed over time.

As it is impossible to predict the type of industrial use that could be attracted to the Bauer-Schweitzer site and physical plant, the number of new employees, trips and parking impacts cannot be quantified, nor can secondary traffic impacts such as noise and air quality.

Energy and Air Quality: Although a new industrial use at the site would consume more energy than the proposed project, it is difficult to predict consumption in relation to Bauer-Schweitzer without knowing what kind of operation would be mounted. However, as the malting mill used a great deal of heat energy for drying malt, and as the equipment was old and inefficient, there could be a reduction in energy consumption under this alternative. Light industry is often called "clean industry" because of low levels of fossil fuel consumption. Similarly, air quality impacts due to industrial process would probably be less than under previous industrial conditions.

As this alternative could result in more vehicle trips per day and more cruising to find parking than under existing conditions, local air quality could be worse than existing conditions due to vehicle emissions. The change would probably not measurably contribute to air quality standards violations.

Economic Factors: While high land value was beneficial to Bauer-Schweitzer in the sale of its site, it is not economically rational for another industry to locate at the site as industry seeks to minimize the cost of inputs to production, including land, labor and capital. Industry must compete with other potential land uses such as residential and commercial, which bid up the price of land. For example, the site is worth about \$100 per square foot for residential and commercial development. The price industry is willing to pay for land would be very high at \$30 per square foot.² Thus residential and commercial uses have out-bid any other land use for the right to occupy the site.

Similarly, industry seeks to minimize transportation costs measured in terms of time and distance to markets. To the extent that location, travel time and transportation costs decreased Bauer-Schweitzer's profitability, so too would it reduce many other types of firms' profitability. For most modern industries, shipments by rail or truck would not be as convenient in North Beach as in areas such as south of Market Street where there is direct access to freeways and railroad yards.

The dominant form of production today is spatially organized on a horizontal plane, unlike the vertical use of space inherent in the Bauer-Schweitzer

physical plant. The reasons for this are that horizontal organization is easily expanded, machinery and equipment are more easily moved or replaced, and one-story construction is cheaper on a square foot basis than multi-story construction. Shipping and receiving also calls for expanses of horizontal space. Some of these factors work against conversion of the Bauer-Schweitzer site and physical plant to another industry.

1. Yerba Buena Center Final EIR, EE77.220, certified, April 25, 1978, Appendices, p. 29.
2. Jim Flack, Flack & Flack Real Estate Appraisers, telephone conversation, August 6, 1981.

C. REMOVAL OF THE TOWERS

Site and Land Use: If the two towers and all of the silos were removed from the site, the project would not exceed the height limit, as new construction could not be more than 40 feet high. Removal of the towers and the silos would result in more demolition and excavation, and more parking could be provided once these were gone. The amount and duration of demolition and excavation has not been estimated.

Under this alternative, the site would be developed into 115 dwelling units and 48,000 square feet of offices. This would be 22 units or about 24% more than under the proposed project. Keeping a 15% subsidy-to-market-unit ratio, there would be 15 low and moderate income units on the Mason Street site.¹ Both market and subsidy units under this alternative would be smaller than under the proposed plan, but the overall square footage of construction would be greater, i.e., about 96,000 square feet of residential, compared to about 90,100 under the proposed plan. The smaller units would be cheaper, but more costly on a per square foot basis because of threshold construction costs. Threshold construction costs are costs that must be incurred regardless of the size of the unit, such as providing plumbing and kitchen facilities. Such a project would be similar to the new condominiums on the north side of Francisco and on Vandewater Street.

Historic Resources: Under this alternative, all of the malting mill buildings including the silos would be demolished and replaced with new construction. Antique machinery and other industrial artifacts would be saved and could be kept on site. As the underground garage would extend across the entire site, excavation could impact any remains of Meiggs' Sawmill which might be beneath the tower foundations. Any development scheme that involves removal of the

towers would have to be delayed for up to 360 days because of their landmark status (Section 1006.6(b) of the City Planning Code).

Visual Quality: Unless a Conditional Use permit were obtained, a project of all new construction would have to have 25% rear yard open space. One story of offices below and one at grade could be provided with three residential stories above. Such a project would be similar in scale, materials, color and detail to the condominiums on the north side of Francisco and on Vandewater Street. The sponsor would pursue a design that was compatible with these buildings by using flat roofs, bay windows and wood or stucco exteriors.

Removal of the towers and the silo would reduce the length and duration of shadows that fall on Francisco and the new condominiums across from the site. In addition, views of the Bay and Golden Gate Bridge would be more accessible from lower Telegraph Hill. Removal of the towers and silos would eliminate two of the few structures that exceed the low-rise skyline of this part of North Beach.

Transportation: A comparison of transportation impacts of this alternative and the proposed project is presented in Table 15 (p. 110). There would be about a 10% increase in both daily and peak hour trips. When broken down by mode, there would be about a 10% increase in daily and peak hour auto trips, and a 10% increase in daily and peak hour MUNI trips compared to the proposed project.

Traffic would be distributed to streets in the same way as the proposed project, as the driveways on Francisco and Mason would be provided. There would be no difference in service levels over time due to this alternative compared to the proposed project, as analysis for the proposed project increased vehicular traffic by 30% to estimate worst-case conditions, while this alternative would increase daily and peak hour trips by about 10%.

Parking: Under this alternative, the project would have to supply 96 commercial spaces and 115 residential spaces, for a total of 211. This could be done as removal of the towers would allow excavation there, which would not be possible under the proposed plan.

Pedestrians: A 24% increase in units over that of the proposed plan would increase pedestrian-vehicle conflicts by less than 5%, and service levels would remain the same.

Air Quality: More vehicle trips associated with this alternative could impact air quality to a greater extent than the proposed project, but the increase would not contribute measurably to air quality standards violations.

Energy: A project with all new construction would have to meet the energy conservation standards of the State of California, and could substantially improve upon them. For example, insulation materials with an R-19 factor and double pane windows would be used, and the sponsor would explore solar energy applications.

Economic Factors: This alternative would offer more, though smaller, units and would contribute to solving the City's housing problem to a greater extent than the proposed project. Smaller units would be less expensive than those proposed by the sponsor, making them affordable to more households, although purchasers would get less square feet of area per dollar spent than under the proposed plan. Construction costs, unit price, total project value and the fiscal impact have not been estimated for this alternative.

-
1. This is based on 100 market rate units; 15% of 100 equals 15 subsidy units.

TABLE 15
TRANSPORTATION IMPACTS OF ALTERNATIVE C

<u>Scenario</u>	<u>Generator</u>	<u>Trip Rate</u>	<u>% Peak Hour</u>	<u>Total</u>	<u>Peak</u>	<u>Daily</u>		<u>Peak Hour</u>	
				<u>Daily Trips</u>	<u>Hour Trips</u>	<u>Modal Split</u>		<u>Modal Split</u>	
						<u>Auto/1/</u>	<u>MUNI/2/</u>	<u>Auto/3/</u>	<u>MUNI/4/</u>
Project	93 units	7/du	17.5%	650	114	260	325	46	65
	48,000 sf	17.5/	20%	<u>840</u>	<u>168</u>	<u>336</u>	<u>420</u>	<u>59</u>	<u>84</u>
	office	1000 sf		1,490	282	596	745	105	149
Alternative C	115 units	7/du	17.5%	805	141	322	403	56	81
	48,000 sf	17.5/	20%	<u>840</u>	<u>168</u>	<u>336</u>	<u>420</u>	<u>59</u>	<u>84</u>
	office	1000 sf		1,645	309	658	823	115	165

-
- /1/ Assumes 40% auto drivers, 10% auto passengers.
 - /2/ Assumes 50% MUNI passengers.
 - /3/ Assumes 17.5% of daily auto trips occur in the peak hour.
 - /4/ Assumes 20% of daily MUNI trips occur in the peak hour.
-

SOURCE: PRC Voorhees

D. PRESERVATION ALTERNATIVE

Some members of the City Planning Commission and some members of the community feel that the entire site is a landmark, and that project planning should include consideration of preserving more than the towers and one silo. Candidates for preservation are the other silos and the Chestnut Street buildings. Appendix A (pp. 177-181) of this report presents plans and elevations of the existing structures.

Chestnut Street Buildings: The project architects and engineers explored the spatial characteristics of these buildings to evaluate their adaptability to housing. Their finding was that neither building had enough perimeter wall to make adequate residences. The former boiler and engine room is almost square, measuring about 53 feet wide and 67 feet deep. On both its east and west sides, this two-story building abuts blank walls, so no light could enter. Although light could enter from the north and south, the usable depth of the buildings where light could enter would be limited to about 20 feet on either end. In addition, some of the street frontages where light could enter would necessarily be taken up in the entries and stairs.

The larger office and warehouse building on Chestnut is 120 feet long and 53 feet wide. Usable space would include that section of the building fronting on Chestnut Street and extending to the depth of one room, and the rear section adjacent to the malt drums and silos. To make maximum use of the rear portion of this building, the silos would have to be removed so they would not block light and air. Reuse of these buildings for dwelling units or parking in the basement would be constrained by the wide column grid which is based on a 17 foot module. Because of the columns there would be large size rooms, or else the columns would be visible and fall in living areas or corridors. Parking is usually provided within a 9 x 20 foot space, which would result in awkward maneuvering and wasted space given the 17 foot column grid.¹

Silos: In total, there are six potentially reusable silos constructed of riveted steel plate bolted to concrete foundations. They are 27 feet wide, 70 feet tall and could accommodate six floors. The project architects explored the spatial possibilities of converting them to other uses, including residences and hotel rooms.

In order to be used for living activities, holes would have to be cut for light and air and an earthquake-resistant structure would have to be installed for horizontal force resistance. Cutting holes would change the appearance of the silos, and would itself require structural reinforcement as the inherent vertical support capability of the tubes would be eliminated. Structural

reinforcement coupled with earthquake and fireproofing would reduce the usable areas to about 450 square feet per floor.

The architects considered using two floors for one unit, but felt that the proportion of space lost to stairs did not justify such a design. Next, a scheme interconnecting silos for larger units was explored. The space between the silos could be used for circulation, and the silo adjacent to both towers (there is only one) could be used for an elevator core serving the silos and the towers. Under this scheme, four silos could be used without the need for structural additions. Each floor could contain one unit of 1,800 square feet plus the elevator/circulation core, but one large unit per floor was rejected by the sponsor as too expensive and risky to market, compared to smaller, conventional units. Alternatively, each floor could have one studio and one 1,000 square foot unit that extends across two silos, plus the circulation core. The sponsor rejected all of these residential alternatives for the following reasons:

(a) Reuse of all of the silos would reduce the utility of renovating the towers, as all units in the east tower would have southern exposure to light and air blocked.

(b) In the opinion of the structural engineer², any scheme to reuse the silos for residences should be undertaken by first dismantling them into small, easily moved sections, storing them during construction and reinstalling some of them as non-structural exterior cladding over new silos built with adequate structural support and fireproofing. This would not preserve the silos, but would reconstruct them.

(c) Building a facsimile would require a Zoning Map change and Conditional Use authorization to exceed the height limit, which the sponsor feels is untenable in this neighborhood of San Francisco.

(d) Market acceptance is unknown for silo units which would have to be priced in the \$360,000 - \$540,000 range, according to the sponsor's market analysis. Despite the success of the "Quaker" Hilton³, the difficulty of furniture placement in round rooms and the loss of area if the rooms were squared makes their market acceptance uncertain in the opinion of the sponsor. The novelty appeal of round hotel rooms may not be transferable to dwelling units, which are used differently.

The architects and engineers assert that the best alternative among schemes to reuse the silos is to keep one for the elevator core serving the towers as with the proposed project. The 24-foot interior diameter, including fire and earthquake proofing, would be suitable for this purpose and the cost of doing so

would be significantly less than the other alternatives. Other persons have suggested converting the silos to non-residential use such as a restaurant, but this was rejected by the sponsor as other uses could require Conditional Use permits and would not use the entire area of each silo, even though each silo would have to be upgraded.

Finally, members of the community have suggested keeping one or more of the silos as a monument, with no practical use, or building a facsimile of them if rehabilitation costs are not too high. The sponsor rejects these alternatives as retention of more than one would encroach on the rear yard and open space, block views, light and air from the towers, and interfere with the subterranean parking.

Although the historic and novel values of the silos and Chestnut Street buildings were recognized and architectural consultants developed various schematic drawings for their adaptive reuse, no reuse schemes were found that satisfied the requirements of the sponsor, land use controls, design constraints, and financial feasibility.

The sponsor further proposes to demolish these buildings because almost all of the parking for the project would be provided below. Underground parking on the site is economically viable up to 30 feet below grade, but in order to excavate, existing buildings would have to be removed. As excavating under the towers would be prohibitively expensive if not physically impossible, no parking is planned there. For the rest of the site, garage construction costs would be more than \$15,000 per car. Excavation below the Chestnut Street buildings could increase this to \$30,000⁴ which is considered unrealistic and unfinancable.⁵ To do without parking under most of the site would, on the other hand, greatly impact the immediate neighbors who feel parking is already a severe problem in North Beach. Any reduction in parking would require a variance. If there were no parking beneath the Chestnut Street buildings, about 100 cars could be accommodated on two levels, assuming the silos are removed, where about 191 are proposed.

-
1. Backen, Arrigoni & Ross, Pierre Zetterberg, telephone conversation, August 5, 1981.
 2. GFDS Engineers, written communication to KAB Designs, March 9, 1981.
 3. A Quaker Oats plant in Akron, Ohio, that involved conversion of 101 concrete silos (24-foot diameter) to hotel rooms.
 4. Doug Curtis, C. M. Peletz, construction cost estimates.
 5. Jim Flack, Flack & Flack, real estate appraiser.

E. INCREASED RESIDENTIAL

- **Site and Land Use:** Under this alternative, three scenarios have been investigated. One would be to develop this site with 131 units, the maximum allowable within RC-3 zones; the second would be 261 units, the maximum allowable with a Planned Unit Development Conditional Use authorization. The third would be to develop the site with 158 dwelling units and 24,000 square feet of commercial space with a Planned Unit Development Conditional Use authorization. Thus, this alternative addresses a range of densities that could be developed on the site. All scenarios would include the towers and four new buildings similar to the proposed plan.

If residential use was extended throughout the entry level of the project, about 116,000 square feet (net) of interior space would be usable for dwelling units. The 131 units developable in an RC-3 zone would average about 885 square feet per unit. This would be broken down into some combination of studios at about 450 square feet, one bedroom units at about 650 square feet, and two-bedroom units at about 1,250 square feet each. Keeping the 15% subsidy-to-market rate unit ratio, this alternative would result in 17¹ low and moderate income units. This alternative would result in a total of 38 more dwelling units (including five more low to moderate income units), and 48,000 square feet less of office space, than the proposed project. Parking would be provided at the rate of one space per dwelling, or 131 parking spaces, about 60 less than the proposed project. Parking would be distributed between two levels below grade.

The 261 units allowable with a Planned Unit Development CU authorization would average about 444 square feet per unit, which would be about the same size as the studio units in the proposed project. Unit sizes could be increased if less rear yard space and private open space were provided. Keeping the same 15% subsidy-to-market unit ratio, 34 low and moderate income units would be provided if subsidies were available. If parking were provided at the rate of one space per unit, three basement levels of 87 spaces each would be provided for a total of 261 spaces. This would include parking where the entry level office space is located in the proposed project. This scenario would result in 168 more dwelling units, 21 more low and moderate income units, 70 more parking spaces, and 48,000 square feet less office space than the proposed project.

- The mixed-use scenario would include 158 dwelling units averaging about 800 square feet each. This would be 65 units (70%) more than the proposed plan. In addition, there would be 24,000 square feet of commercial space below street level; this would be 50% less commercial space than the proposed plan. Twenty-one low and moderate income housing units would be provided if subsidies are available, amounting to 15% of the units. Two hundred and six parking spaces would be provided in three basements. Of these, 158 would be set aside for

residential parking and 48 for commercial parking. All of the first basement and part of the second would be reserved for commercial parking during business hours and for joint residential and commercial use during evenings and on weekends.

- The first two scenarios of this alternative would result in a change from industrial use to an all residential use rather than a change from industrial to commercial/residential mixed-use , as in the proposed project. The third scenario would increase the amount of residential use and decrease the amount of commercial use relative to the proposed project. The increase in residents under this alternative could result in a higher level of night-time activity and street life, and a lower level of day-time use and activity.

Historic Resources: The impact on historic resources would be essentially the same as under the proposed project, although less excavation would probably occur with the 131 unit scenario because only two basement levels of parking would be needed.

Visual: The visual impact of this alternative would be similar to that of the proposed project. However, street level views would be of residences rather than offices. Night-time lighting would increase due to the increase in dwelling units. If a different project design was chosen to optimize the amount of dwelling unit space there could be a decrease in the amount of interior yard and private balcony space. With 261 units, there would probably be even less exterior yard space and balcony space in order to maximize the residential square footage. The increase in units would probably result in greater glare impact and night-time lighting due to the greater number of dwelling units.

- Under the mixed-use scenario, the commercial space would be below the level of Francisco and Chestnut Streets.

Transportation and Air Quality: Table 16 (p. 116a) presents the traffic and transit impacts of this alternative in comparison to the proposed project. With 131 units, total daily trips would be 43% less and peak trips would be 47% less than with the proposed project. With 261 units, total daily trips would be 12% less and peak hour trips 19% less than with the proposed project. However, residential trips tend to occur in a more homogeneous time-frame and directional distribution than would occur with a mixed-use project. For example, morning peak hour trips would tend toward the downtown direction as residents make their work trips. With this mixed-use scenario, total daily and peak hour trips would be 12% more than the proposed plan.

- Under the all-residential scenarios of this alternative, parking would be provided at no more than one space per unit. No flexible parking space use program would be implemented because there would not be any office space. With 261 units, all three parking levels would be used to provide one parking space per residential unit. With 131 units, the sponsor would avoid the expense of a third basement and would provide parking on two levels only. Under the mixed-use scenario, there would be flexible use of commercial parking spaces, but there would be 50 fewer spaces available for joint use, compared to the proposed plan.

The difference in vehicle trips expected with this alternative would impact air quality to a lesser extent than the proposed project. However, these differences would not measurably affect the frequency of air quality standards violations.

Energy: This alternative would result in an increase of electricity consumption for residential space heating and an increase of natural gas consumption for hot water heating. This would be offset by a decrease in gas consumption for the proposed project's office space heating. Electrical demand would decrease between the office hours of 8:30 AM to 6 PM and increase between the hours of 6 to 8:30 AM and 6 to 11 PM, in comparison to the proposed project.

- **Economic Factors:** This alternative would result in more housing than the proposed plan. Under the all-residential scenarios, 192 office jobs would not be located at the site. If there is any demand for commercial space in the area, it would not be met. With the mixed-use scenarios, 70% more housing would be provided but 50% fewer jobs would be located at the site. With 261 units, the average unit would be smaller than those proposed under the preferred plan, and therefore less expensive. However, initial construction costs would remain the same and the price per square foot would be higher than under the proposed plan. The 261-unit scenario has been rejected by the sponsor because he believes the market for studio units is uncertain and because of the greater return expected by the sponsor from office rentals. The scenario with 131 units has been rejected because the sponsor believes that it would be less profitable than the proposed plan. The mixed-use scenario has not been rejected by the sponsor.
-

1. $114 \text{ market rate units} \times 15\% = 17 \text{ subsidy units, or } 131 \text{ overall.}$

TABLE 16
TRANSFORMATION IMPACTS OF ALTERNATIVE E

Scenario	Generator	Trip Rate	% Peak Hour	Total Daily Trips	Peak Hour Trips	Modal Split Daily Auto ¹	Modal Split Daily Muni ²	Modal Split Peak Auto ³	Modal Split Peak Muni ⁴
Project	93 units 48,000 sf office	7/du 17.5/ 1000 sf	17.5 20.0	650 840	114 168	260 336	325 420	46 59	65 84
Total				1490	282	596	745	105	149
RC-3	131 units	6.5/du ⁵	17.5	852	149	341	426	60	85
Maximum Development, PUD Conditional Use	261 units	5/du ⁵	17.5	1305	228	522	653	91	131
Mixed Use, PUD Conditional Use	158 units 24,000 sf commercial	6/du ⁵ 30/ 1000 sf	17.5 20.0	948 720	166 144	379 288	474 360	66 50	95 72
Total				1668	310	667	834	116	167

Notes:

1. Assumes 40% auto drivers, 10% auto passengers
2. Assumes 50% Muni passengers
3. Assumes 17.5% of daily auto trips occur in the peak hour
4. Assumes 20% of daily Muni trips occur in the peak hour.
5. Lower generation rates are due to the smaller average unit size. Smaller units have fewer occupants and therefore generate fewer trips per day.

Source: PRC Voorhees, Traffic Engineers

F. MAXIMUM DEVELOPMENT

Land Use: If allowable uses for the site were each maximized and a Conditional Use permit was obtained to allow office space above the first level, the project could be developed with 188,992 square feet of commercial space and 131 dwelling units.¹ This would be an increase of about 300% in office space and a 41% increase in housing, compared to the preferred plan. As in the proposed plan, about 15% of the market rate units would be set aside for moderate income households. As 131 units is the maximum allowable, there would be 17 subsidy units, or five more than under the proposed plan. Parking would be provided at the rate of one per dwelling and one per 500 square feet of occupied office area, for a total of 509 spaces.²

To accommodate this amount of parking on the site would require six floors. As housing would have to be provided at the first level above grade, and about three and a half full floors would be required to accommodate the office space, at least nine sub-basements would be required in all. As this would be extremely costly and hazardous (see below) the sponsor would probably seek an off-site location for the office parking, or seek a variance to be exempted from providing office parking.

The housing under this alternative would consist of smaller units than the proposed plan, as a greater number of dwellings would have to fit within the same building envelope. That is, the tower and silo would be retained, and the rest of the site area would be limited to 40 feet in height. In addition, the 25% rear yard open space requirement for RC-3 zones would still have to be satisfied, so ground coverage would be similar to the proposed plan. If the towers were not retained under the alternative, the 131 units would have to be even smaller, as the building envelope would be reduced.

Historic Resources: If all 509 parking spaces were satisfied on-site, the needed excavation would probably impact any remains of Meiggs' Sawmill and other historic resources that may be under the site. If parking were located off-site, the office levels would involve excavation to depths of more than 30 feet and would have the same probability of impacting historic remains as the proposed project. Similar mitigations would be proposed. Removal of the tower and excavation beneath it would impact all remains of the sawmill if any are present beneath the site.

Visual Quality and Urban Design: Although the same amount of mid-block open space would be provided as under the proposed alternative, residents in the 38 additional units would also use the facility. More balconies and patios would be required to satisfy open space requirements, which could result in less

outdoor space per unit than under the proposed plan, and less privacy on balconies and in the common area open space. The additional 564 employees in the additional 141,000 square feet of office space (one employee per 250 sq.ft) could affect neighborhood quality by increasing daytime activity near the site.

Transportation and Air Quality: Table 17 (below) compares the traffic and transit impacts of this alternative to the proposed project. Total daily trips to the site would increase to 4,159 from 1,490, or 2,669 (179%), most of it due to the increase in office space. Peak hour trips would increase to 728 from 282, or 446 (158%). Vehicle trips would increase to 1,664 from 596, or 1,068 (179%) daily. Peak hour vehicle trips would increase to 292 from 105, or 187 (178%). Peak hour MUNI ridership would increase to 416 from 149, or 267 trips (179%).

TABLE 17
TRANSPORTATION IMPACTS OF ALTERNATIVE E

<u>Scenario</u>	<u>Generator</u>	<u>Trip Rate</u>	<u>% Peak Hour</u>	<u>Total Daily Trips</u>	<u>Peak Hour Trips</u>	<u>Daily Modal Split</u>		<u>Peak Hour Modal Split</u>	
						<u>Auto/1/</u>	<u>MUNI/2/</u>	<u>Auto/3/</u>	<u>MUNI/4/</u>
Project	93 units	7/du	17.5%	650	114	260	325	46	65
	48,000	17.5/	20.0%	840	168	336	420	59	84
	sf office	1000 sf		1,490	282	596	745	105	149
Maximum Development	131 units	6.5/du /5/	17.5%	852	149	341	426	60	85
	188,992	17. /5/	20.0%	3,307	579	1,323	1,654	232	331
	sf office	1000 sf		4,159	728	1,664	2,080	292	416

/1/ Assumes 40% auto drivers, 10% auto passengers.

/2/ Assumes 50% MUNI passengers.

/3/ Assumes 17.5% of daily auto trips occur in the peak hour.

/4/ Assumes 20% of daily MUNI trips occur in the peak hour.

/5/ Lower generation rates are due to the smaller average size of units.

SOURCE: PRC Voorhees

Increased traffic volume could decrease service levels on adjacent streets. The increased traffic volumes would noticeably increase noise levels near the site, and measurably increase carbon monoxide levels within two blocks of the site, but probably would not result in additional air quality standard violations.

The 331 office-generated Muni trips that would be travelling in the peak direction during the peak hour (4:30 - 5:30 PM) would decrease Muni's reserve capacity of about 660 spaces by 50%. The line that is over capacity, the 15-Third, would be overloaded with an additional 96 peak hour riders.³

Energy: The estimated electrical consumption for the proposed project is 297,000 KWH/month. This alternative would add an additional 125,400 KWH/month or about 42% more. Gas consumption for the proposed project is about 1,008 BTU/sf/month or about 1.3×10^8 total BTU's per month. This alternative would add about 3.8×10^8 total BTU's per month or about 292% more. Nitrogen oxides would increase by .44 lbs./day or 102% over the proposed project. The increase in residential units associated with maximum development would heighten electrical demand between 6-8:30 AM and 6-11 PM. The additional office space would heighten electricity demand between 8:30 AM and 6 PM.

Geotechnical: Nine sub-basements would require excavation to depths of about 90 feet, which is untenable as only four stories of housing and three and a half stories of office would be supported by this. This depth of excavation would require extensive shoring, underpinning and dewatering. Slope instability would require extending excavation more than 20 feet away from the towers, thereby increasing the number of levels that would be required to accommodate the 509 parking spaces. The greater foundation depth would tend to induce consolidation of Bay muds with resultant areal settlement and displacement of buildings. Pressure on basement floors due to hydrostatic up-lift would induce cracks and could cause seepage. Increased building loads on the foundations would increase the chance for differential settlement affecting both the project and adjacent buildings. There would be greater danger to adjacent foundation walls than under the proposed project, and increased liability for the contractor and the sponsor which could cause the latter to seek an alternative parking site or a variance to decrease the amount of parking.

Community Services: This alternative would result in greater impacts on community services than would the proposed plan, but additional personnel and capital expenditures would not be expected.

Economic Factors: This alternative would supply 38 more housing units than the preferred alternative. This alternative would create 564 more jobs than the proposed project or 756 jobs altogether. If the City housing formula is applied to the additional office space, a demand for 168 units would be created by the

project.⁴ This would be 37 more than the amount of dwelling units provided.

The increase in office jobs would increase secondary employment due to the project. Using the multipliers shown in Table 14 (p.88) about 636 secondary secondary jobs would be created, 162 more than the preferred plan. A total effect of 1,392 new jobs across all sectors of the economy would be created, 1,038 more than the preferred plan. Payroll and business tax receipts would also increase due to this alternative.

The sponsor rejects this alternative because the required parking spaces cannot be provided on site and because an alternative parking site is not available and under control of the sponsor. The excavation is regarded by the sponsor to be both technically and financially prohibitive. In the sponsor's view, there would be intense neighborhood opposition to the traffic, parking, noise and neighborhood quality impacts of this alternative.

-
1. 131 units is from 132 units allowable in an RC-4 zone (one per 400 sf) minus one, (Section 209.1(k) of the City Planning Code); office maximum is based on 52,498 sq.ft. of site area X 3.6 FAR = 188,992 (Table 1, Section 124 of the City Planning Code).
 2. Parking would be 131 for residences plus $188,992/500 \text{ sq.ft.} = 378$, for a total of 509 spaces.
 3. Based on the line-by-line analysis of Muni data provided in Guidelines for Environmental Review, October, 1980.
 4. The housing formula is applied as follows: 188,992 sq. ft. of office divided by 250 sq. ft. per employee equals 756 employees, of which 40% or 302 would want to live in the City. This is adjusted by a factor of 1.8 persons/dwelling unit for a net demand of 168 units.

● VIII. SUMMARY OF COMMENTS AND RESPONSES

Table of Contents	Page
I. Introduction.....	122
II. List of Public Agencies, Organizations, and Persons Commenting.....	122
III. Summary of Comments and Responses	
A. Project Description.....	123
B. Land Use and Planning Considerations.....	123
C. Historic Resources.....	129
D. Visual Quality and Urban Design.....	133
E. Transportation.....	139
F. Noise.....	144
G. Energy.....	146
H. Housing	146
I. Economics.....	151
J. Geotechnical.....	152
K. Biology.....	153
L. Community Concerns.....	153
M. Alternatives	154
IV. Addendum.....	159

I. INTRODUCTION

This report contains summaries of public comments regarding the Francisco Place Draft Environmental Impact Report (DEIR) received during the public comment period. Also included are responses to comments and, where appropriate, indications of text changes to the DEIR.

Spoken comments were received at a public hearing held on March 25, 1982, and have been edited for repetition and nonsubstantive material. Written comments were received between February 19 and April 5, 1982. Where public hearing and letter comments were substantially the same, material has not been repeated.

Comments and Responses contained in this summary will be included as an additional chapter in the Final Environmental Impact Report (FEIR). Text changes will also be incorporated into the FEIR.

II. LIST OF PUBLIC AGENCIES, ORGANIZATIONS AND PERSONS COMMENTING

- Susan Bierman, Commissioner, San Francisco Planning Commission, testimony at public hearing.
- Jonathan H. Malone, Secretary to the Board, San Francisco Landmarks Preservation Advisory Board, letter of March 29, 1982.
- Jerry Petruzzelli, Chairman, Planning and Zoning, The Telegraph Hill Dwellers, letter of April 5, 1982.
- Sue Hestor, testimony at public hearing.
- Marie LaRocca, testimony at public hearing.
- Judith Robinson, testimony at public hearing and letter of March 15, 1982.
- Nan Roth, testimony at public hearing and letters of March 25, and April 5, 1982.

III. SUMMARY OF COMMENTS AND RESPONSES

A. PROJECT DESCRIPTION

Comment:

"On page 7 [there is a written description of the project] and then there are some drawings and then on page 16 it analyzes buildings 1, 2, 3, 4, and 5 and that's where I was having the trouble. I went back over and over and over it trying to figure out where all the units are. Now maybe they are there, but I added it up to 45 and 53 and I just had trouble finding the 93 units."

(Commissioner Bierman)

Response:

The project would contain a total of 93 units, 40 of which would be in the retained towers and 53 of which would be contained in four new buildings. A breakdown by building is as follows: Building 1 (towers), 40 units; Building 2, 21 units; Building 3, 10 units; Building 4, 10 units; Building 5, 12 units. Page 4, paragraph three, of the EIR explains the general breakdown of units as follows: "The towers would contain 40 dwelling units on seven floors and approximately 10,000 square feet of offices. Four new buildings containing 53 dwelling units . . . would be constructed."

For clarification, the following has been inserted between the first two sentences of the third full paragraph on page 7 in the EIR: "The towers would contain 40 dwelling units."

B. LAND USE AND PLANNING CONSIDERATIONS

1. Land Use

Comments:

"While there is some storefront office and commercial activity in AB 52 and opposite the site on Francisco Street, the blocks north, east and south of the site are primarily residential in character. The DEIR fails to accurately identify this important existing balance in land use which will be severely altered by the substantial amount of office space in this project. We feel that it is extremely important to maintain the predominance of the residential character of the neighborhood particularly in view of the need to preserve existing neighborhood low and moderate income housing which is threatened by efforts to extend downtown-type office development into this area. The construction of an office development greatly exceeding any existing commercial development in the adjacent street frontages will encourage and establish a market for further development of a high-density commercial character in the neighborhood and in this block in particular. If this project is found to be in accord with the intent of RC-3 zoning, all means of curtailing additional high-density commercial development of this type will be lost." (Nan Roth)

"The contemplated office space exceeds the 39,500 square feet in the 6-story office building at 1520 Stockton Street which is the largest office building in North Beach. Both the present use of that building (medical offices) and the previous use (Blue Shield Insurance offices) generates a high degree of activity on a day-to-day basis. A labor intensive office use at this [the project's] site (such as financial and insurance as suggested by the developer) would severely impact the quiet residential character of the present neighborhood. Heavily travelled Bay Street and the busy Fisherman's Wharf area are not a part of this setting although the DEIR continually tries to draw the reader's attention in that direction. Although the Wharf area is zoned C-2, RC-3 zoning places more emphasis on uses appropriate to an area primarily residential in character." (Nan Roth)

"So all of this being structured differently [the project's office space] - being underground . . . it is a considerable amount of office space for this neighborhood." (Nan Roth)

"The precedential nature of allowing those warehouses and those mills that are there [in North Beach] . . . to become professional offices, fancy, . . . the precedential effect of having people starting to look for large office space on the north slope of Telegraph Hill needs to be explained in this EIR. People don't usually look for space there; they look to the east of Telegraph Hill at the base of the hill; they look to the south of the Telegraph Hill towards the Financial District. But this area has not really served that function and that is something that I think really needs a thorough explanation in the EIR, as well as the cumulative effect of what is happening - all around Telegraph Hill from the north, the south, the east and the west -Telegraph Hill is under seige from expansion of office use." (Sue Hestor)

"I am not sure that the explanation was of the same Planning Code that I think I am used to dealing with. Somehow or other this has become a downtown office project as a permitted use by some kind of a massage of the Code that I don't think is a warranted interpretaion of the Code, and I agree with the representative from the Telegraph Hill Dwellers that the RC-3 interpretation does not seem to be a correct one. That part of the Code is basically oriented toward residential uses with supporting commercial, and somehow with even the amounts they [the sponsor] are coming in with - with office space which is 40,000 square feet or what they say is allowed which is 181,000 square feet, doesn't fit in that code definition, especially when they are looking at a FUD which is supposed to have some extra benefits.

"I would request . . . a more accurate explanation and a more honest explanation of what the zoning RC-3 means in the context of the residential area around there. To the north it is true there is a lot of tourist-oriented commercial,

but this is a dominant residential area for anyone who is familiar with the site and that doesn't come through at all in the land use explanations." (Sue Hestor)

"While RC-3 zoning specifically permits apartment buildings, the commercial uses allowed are supposed to be residential and neighborhood serving in nature, e.g., retail, personal service, etc., providing convenience goods and services to residents, but excluding establishments designed primarily for customers arriving primarily at the establishment by private automobile.

"The proposed 48,800 square feet of offices are more in the nature of downtown office development specifically excluded from C-2 Community Business Districts as described in Section 210.2 of the Planning Code." (Nan Roth)

Response:

According to the City Planning Code, the purpose of RC-3 districts includes the following, "These districts provide for a mixture of medium-density dwellings similar to those in RM-3 districts with supporting commercial uses. The commercial uses are those permitted in C-2 (Community Business) districts" (Section 206.3) The Planning Code states that: "Some C-2 Districts provide comparison shopping goods and services on a general or specialized basis to a citywide or a regional market area, complementing the main area for such types of trade in downtown San Francisco." (Section 210.2)

The City Planning Commission would have to determine whether the project would be a permitted use prior to taking action on the project.

As indicated in the first paragraph of page 55 of the EIR: "Cumulative land use impacts of this and other projects would continue the land use succession process from industrial to residential and supportive commercial uses." In order to clarify the land use impacts, the following has been added to the end of the third paragraph on page 54 of the EIR: "The non-neighborhood supporting office uses that would be expected in the project would contribute to an on-going trend towards citywide and region serving commercial uses apparent in this portion of North Beach. In addition, the amount of office space in the project could have a precedential effect on the development of projects with a greater amount of office space than currently found in North Beach."

The impact of the project on the surrounding (residential) uses is addressed in most sections of the EIR, including "Land Use and Planning Considerations," (p.55) "Visual Quality and Urban Design," (pp. 58-60) "Transportation," (pp. 60-70) "Noise," (p. 73) "Geotechnical," (p. 81) "Fiscal and Economic Factors," (p. 84) and in the "Summary of Community Concerns." (pp. 92-93).

The residential character of the site vicinity is mentioned in the second paragraph of page 21 of the EIR: "The predominant land uses in the neighborhood are residential and commercial" For purposes of emphasis, this sentence has been changed to: "The predominant land use in the neighborhood is residential with some commercial and institutional uses. Institutional facilities include:"

Comments:

"I would really urge a very major overhaul of the land use explanation in both the introduction and the environmental setting and the cumulative effects, because I don't think it's accurate and it certainly isn't understandable." (Sue Hestor)

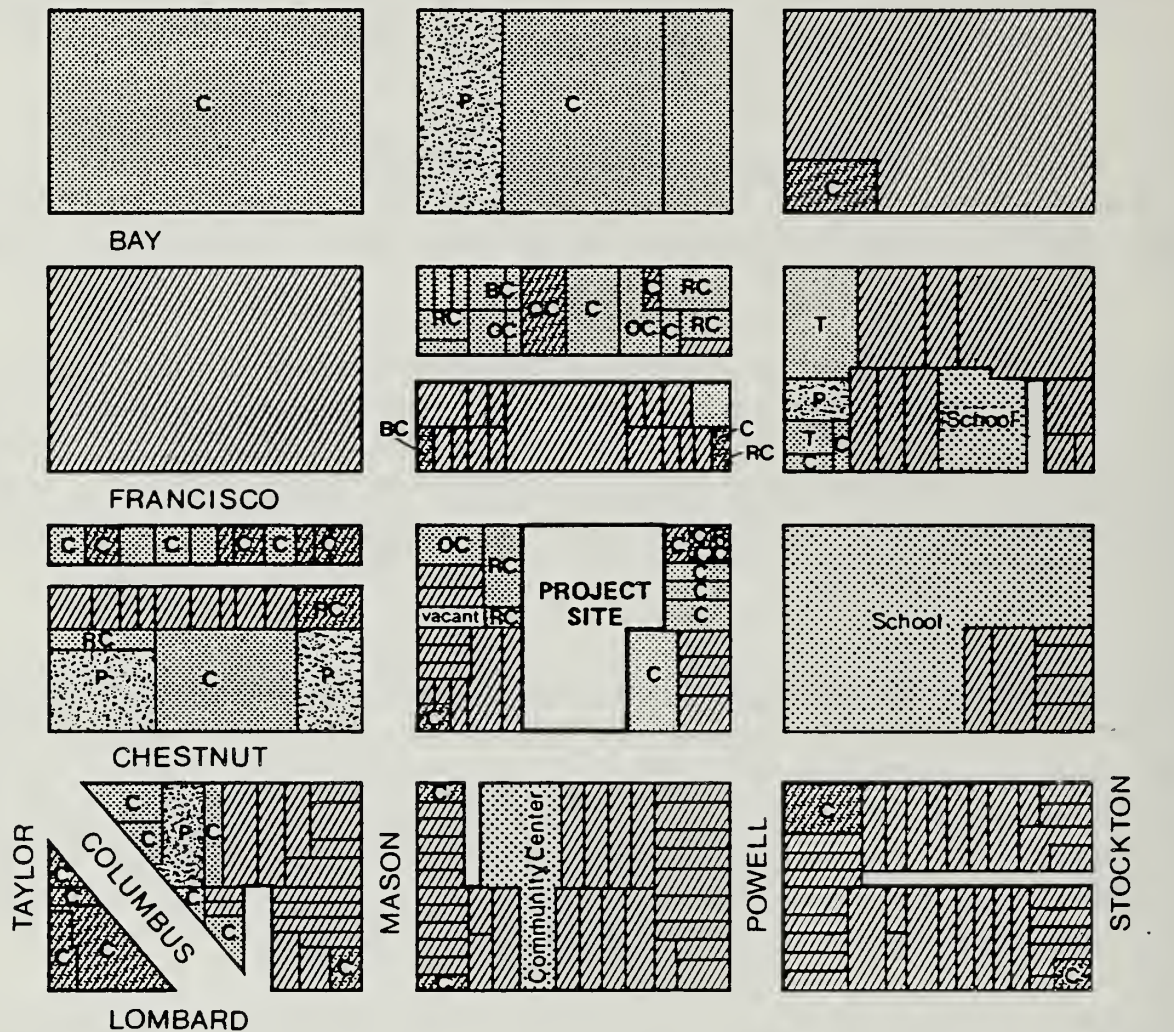
"I think it would be helpful to be able to have a description of the surrounding blocks by their use. If there is any industrial [use] around, we ought to see that, see where the commercial [use] is, see where the offices are . . . there is one listing of uses with some numbers [Figure 15], but I think we need a little more detail than that to show how this really will fit into the area." (Commissioner Bierman)

Response:

An additional land use map of the surrounding area has been compiled and is shown as Figure 15a following page 22 of the EIR as well as the following page of this document (p.127). It is introduced with the following inserted at the end of the second paragraph on page 21: "General land uses near the site are shown in Figure 15a (p. 22a)." The title of Figure 15 (p. 22 in the EIR) has been changed from "Land Use Map" to "Major Uses in the Project Area." This change is reflected in the List of Figures (p. iii. of the EIR).

For purposes of organizational clarity, the last four sentences in the first paragraph on page 21 of the EIR have been placed after the second paragraph on page 21 of the EIR. In this manner, the site zoning and surrounding structures are described in the first paragraph (p. 21). Specific commercial and industrial facilities are described in the second paragraph. These paragraphs now read as follows:

"The project site is located five blocks northwest of Coit Tower and one block south of Bay Street. It is in an RC-3 zone (Residential-Commercial Combined, Medium Density). As an industrial use, the Bauer-Schweitzer malting mill does not conform to the land uses permitted in this zone. Adjacent to the northern property line of the site is a railroad track spur for boxcars that transported barley to the mill. The 92- and 78-foot towers and 70-foot storage silos are the tallest structures in the neighborhood, as most of the other nearby buildings are two to four stories high."



LEGEND

- C commercial
- OC office
- RC restaurant
- BC bank
- T theater
- public
- residential
- commercial ground floor / residential above
- P parking lot

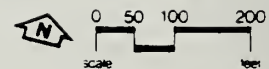


figure 15a

GENERALIZED LAND USE MAP

source Planning Analysis & Development

"The predominant land use in the neighborhood is residential with some commercial and institutional uses. Institutional facilities include Francisco Junior High School, the Telegraph Hill Neighborhood Association and the North Beach Public Library. Commercial facilities in the area include North Point Shopping Center, North Point Theatre, Pier 39 and other shops and restaurants. Figure 15 (p. 22) shows major land uses near the site. Generalized land uses near the site are shown in Figure 15a (p. 22a).

In the Land Use section of the Environmental Impacts Chapter, the last three paragraphs on page 54 and the first two on page 55 are inserted after the first paragraph on page 53 and beneath the heading "A. Land Use and Planning Considerations."

Open Space

Comments:

"The project proposes to have 'common open space' comprising 35% of the site; with 'private open space,' there would be a total of 50% open area. The EIR, however, does not make it clear whether any of the open space would be accessible to the public. The degree to which it would be or not needs clarifying." (Judith Robinson)

"The EIR does not address the issue of open space adequately. Under Section 304(d) of the Planning Code, a planned unit development must 'provide open space usable by the occupants and, where appropriate, by the general public, at least equal to the open spaces required by the Code.' The EIR nowhere discusses this requirement, even though the design plainly limits the accessibility of the Francisco Place open space to the general public. Moreover, no comment is made about the design of the open space -- its visibility to the pedestrians and aesthetic appeal are important." (Jerry Petruzzelli, Telegraph Hill Dwellers)

Response:

"Common" open space refers to that usable to all tenants in the project and their guests. Open space requirements and provisions are discussed on page 53 of the EIR. For purposes of clarification, the following has been added to the end of the third paragraph on page 53a: "The provision of open space would fulfill Planning Code requirements stating that for Planned Unit Developments open space usable by the occupants must be provided at least equal to the open spaces required by the Code. Also, where appropriate, open space must be provided for the use of the general public (Section 304(d)). The common usable open space would be accessible only to project tenants and their visitors in order to retain project security and tenant privacy. Further design details and aesthetic qualities would be developed by a landscape architect at a later stage of project development."

The fourth sentence of the second paragraph on page 53a of the EIR has been replaced with: "About 19,000 square feet or 35% of the site would be dedicated to common usable open space, including gardens, walkways and terraces, all of which would be accessible only to project tenants and their visitors."

The visual quality and design character of the open space is addressed on page 58 of the EIR. Representations of the open space are shown in the landscape plan (Figure 14, p. 20) and in the artist's rendering of the interior courtyard (Figure 6, p. 10). The interior courtyard would probably not be visible from the street level but would be visible from uphill locations such as Telegraph Hill. Street trees would, however, be visible from areas surrounding the project, and upon reaching maturity, trees within the project could also be visible.

C. HISTORIC RESOURCES

1. Impacts

Comments:

"The proposed alterations to the exterior of the towers, designated as a city landmark, totally destroy the historical architectural character of the towers. Although the proposed fenestration is industrial in design, windows of any kind are not characteristic of structures used for malting. While housing does indeed require windows, floor to ceiling glass on every exterior wall over-fulfills this need. . . . This [is] a monotonous architectural treatment . . . " (Nan Roth)

"Removal of such a substantial percentage (well over 50%) of the exterior of the towers in itself should be grounds for denying a Certificate of Appropriateness. The degree of modification is not specifically addressed in the DEIR but should be. What percentage of the exterior wall will be removed? How severe of a modification will result? The photograph of the existing building (page 31) shows the Francisco Street facade totally in shadow and blocks out all of the architectural features of the existing building. This photograph should be rejected and replaced with an accurate and properly lighted one. The illustrative material in the Environmental Setting chapter should also include the drawings presently buried on page 133 of Appendix A so that proper assessment of the impact of this historical resource can be made." (Nan Roth)

"From the perspective of the EIR, however, one flagrant omission undermines the entire report. The basis for landmark status was to retain the towers' original architecture. Very few malting towers exist west of the Mississippi. Yet the Francisco Place design requires elimination of the towers' concrete walls and replacement by windows. That substitution effectively removes the very basis for conferral of landmark status - preservation of the towers in their pristine form. The EIR's failure to discuss how the proposal achieves this goal calls

oversight must be corrected; a complete explanation seems appropriate." (Jerry Petruzzelli, Telegraph Hill Dwellers)

Response:

The Landmarks Preservation Advisory Board has reviewed the design of the project including the tower's facade and has recommended approval by the City Planning Commission of a Certificate of Appropriateness for the project (LPAB Resolution No. 204, January 7, 1981). If the project were approved by the Commission, the Certificate of Appropriateness would be granted by the Planning Commission in conjunction with Conditional Use authorization.

The photograph (Figure 20) on page 31 of the EIR shows more of the tower facade with an improved printing. An evaluation of the facade is shown in Figure A-1, page 178 of the EIR. This angle of the facade would be difficult, if not impossible to achieve with a camera.

The illustrative material of the existing use contained within Appendix A (pages 177 to 181) was included as an appendix in order to cut down on the amount of technical material in the Environmental Setting chapter. To bring further attention to this material, the following sentence has been added to the end of the first full paragraph on page 25 of the EIR: "Appendix A (pp. 177-181) shows details of the existing complex including elevations, sections, and a site plan."

Comment

"The EIR is patently wrong, in my view, in stating that 'Adaptive reuse of the towers and the silo is responsive to a conservation policy of the Urban Design Element of the Comprehensive Plan (for San Francisco, adopted 1971)' which states:

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern (p. 17). (P. 58, EIR)

These buildings, as witnesses testified before the Landmarks Preservation Commission and the Planning Commission, are 1) not historic, 2) do not contain a 'richness of character' or texture, 3) are entirely out of human scale for the neighborhood as it is now constituted, and 4) thus do not characterize the neighborhood of North Beach. They are, as the EIR notes, eyesores and blights on the horizon, architectural anachronisms (see p. 93, noting that the general membership of the Telegraph Hill Dwellers [incorrectly named as an Association]

voted not to support the maintenance of the towers because they exceed the height limit)." (Judith Robinson)

Response:

Page 59, paragraph two of the EIR states that: Some members of the community feel they (the silos) are evocative of another era in the City's history and some enjoy the changing shadow patterns cast by one silo on another. On the other hand, some residents consider the entire site to be an eyesore." This statement indicates that the visual quality of the buildings is subjective. This subjectivity is illustrated by the controversy surrounding landmark designation for the towers, described on page 93 of the EIR. Nowhere in the EIR does it state that the buildings are "blights on the horizon or architectural anachronisms."

The conservation policy of the Urban Design Element is applicable to the buildings since they are historic and are different in character from surrounding uses. The designation of the towers as a City landmark (LPAB Resolution No. 8865, March 5, 1981) is indicative of the historic nature of the complex.

The reference to "the Telegraph Hill Dwellers Association" on page 93 (first paragraph) has been changed to "the Telegraph Hill Dwellers."

2. Mitigation Measures

Comments:

"The proposed mitigation measures do little to eliminate the impact on this historical resource. Ideally, six of the largest silos would be retained along with the structure between them to provide a more historically appropriate setting for the towers. Provision also should be made on the Francisco Street side at street level of a museum showing how the malting mill operated as well as photographs, and incorporating such samples of base-relief, iron oven doors and other equipment as can be accommodated. Malt vinegar and other appropriate products could be sold. The possibility of incorporating offices of associations related to by-products of malting (such as vinegar) should be explored.

"The DEIR should also include as a mitigation measure the exhibition in the museum, or perhaps in the public lobby if more appropriate, artifacts or photographs of any other archeological findings of interest found on the site but not related to the malting operation." (Nan Roth)

"Our first speaker said make a museum of it [the project]. What are they going to put in that museum? Does she live across the street from a museum? Does she live across the street? No, she doesn't. She lives on Telegraph Hill." (Marie LaRocca)

"The project sponsor should make a good faith effort to find an appropriate repository for the equipment in the plant." (Jonathan H. Malone, Landmarks Preservation Advisory Board)

Response:

Retention of the silos is discussed on pages 111 through 113 of the EIR under the Preservation Alternative.

Page 94 of the EIR, Mitigation Measures for Historic Resources, states the following:

The sponsor agrees to create a film or slide show showing the malting mill facilities and to provide a photo or drawing exhibit open to the public depicting historic uses of the site for permanent display within the proposed project.

The sponsor states that he is committed to the preservation of significant historical artifacts, including those found during construction, in an appropriate location, i.e., a State or City recommended repository. Although associations related to by-products of malting would be encouraged to become tenants, there would be no preferential treatment.

The following text has replaced the fourth sentence of the fourth paragraph on page 94 of the EIR: "The sponsor agrees to donate malting mill equipment to an appropriate repository. These items include a scale, four oven doors and a Works Progress Administration mural, providing it is possible to remove the latter. The sponsor also agrees to preserve significant historical artifacts found during construction in an appropriate repository." The sponsor is pursuing the location of a repository.

The sponsor rejects the mitigation measure of providing a museum in the project because it would add to the transportation impacts of the project, and as indicated by the second comment, the museum could be disruptive to some neighbors.

Comments:

"The Board felt that the standard four week suspension of construction activity in the event of discovery of cultural artifacts should be included." (Jonathan H. Malone, Landmarks Preservation Advisory Board)

"The site is above the remains of Gold Rush Era Meigg's Wharf and Sawmill, important archeological resources of the City's early history. The project sponsor proposes to suspend excavation for up to two weeks only, if valuable

archeological information is found. TSE Office of Environmental Review normally recommends at least four weeks for suspension of construction while archeological digging and research is conducted. The project must be required to suspend operations for at least that minimum four-week period." (Judith Robinson)

"The project sponsor should document the existing complex according to the standards of the Historic American Engineering Record. The staff of the National Park Service Western Regional Office (Marjorie Baer) can provide technical assistance." (Jonathan H. Malone, Landmarks Preservation Advisory Board)

Response:

As stated in the first full paragraph of page 95 of the EIR "Construction is normally recommended by the Office of Environmental Review to be suspended for up to four weeks. The four week suspension period is rejected by the sponsor." In addition, the last sentence of this paragraph states "Decision-makers may require suspension for up to four weeks as a condition for approval of the project."

Photo documentation of the existing structures has been completed and is on file with the Office of Environmental Review. The following text has been added after the fifth paragraph on page 94 of the EIR: "The sponsor rejects the LPAB-recommended mitigation of providing documentation according to the Historic American Engineering Record standards because of its estimated expense of \$18,000 to \$20,000 and because the existing structures have already been professionally photographed."

D. VISUAL QUALITY AND URBAN DESIGN

1. Impacts

Comments:

"While devoting considerable attention to landscaping of areas not visible from the street or accessible to the public, the DEIR largely ignores the visual and urban design factor of the greatest concern to the residents of Telegraph Hill — the towers which jut into the skyline 60 feet above the existing height limit for this area.

"The DEIR should specifically address the scale of the visual intrusion as seen from Telegraph Hill. How high are the towers as compared to the other buildings in the block? How does the architectural treatment of the towers relate to the block as viewed from above?

"The DEIR should state under impacts that the preserved portion of the towers will lack the visual reference from afar, particularly as viewed from Telegraph Hill, that they had when surrounded by the silos and other accessory structures. To better illustrate what the finished project will look like from Telegraph

Hill, I request that a rendering of the finished project set into the context of the photograph on page 32 (Figure 21, View of the Site from the Northwest Face of Telegraph Hill) be included in the Environmental Impact section . . . We've had no visual reference whatsoever as to what this finished project is going to look like from the hillside, and we are also concerned . . . The quality of the photograph on page 32 is also obscured by a poor choice of duplicating method and should be improved for (or reproduced on a different type of copier) to provide a more informative visual reference." (Nan Roth)

"The building will be different in shape, as well as design, than it is at present. It will be a rectangular block without the accoutrements as now exist. At no point in the EIR are we shown any perspective drawings or renderings of what this new square-shaped structure would look like." (Judith Robinson)

"The EIR, I believe, is patently wrong in stating that adaptive reuse of the towers and silo is responsive to the Comprehensive Plan's Urban Design Element. I elaborate in my public comments that the structure is not historic, nor is (it) in human scale, nor is it characteristic of North Beach. It is an old factory and it is a hundred feet higher than the zoned height limit." (Judith Robinson)

"Our street is going to be resurfaced and they are going to make a beautiful building out of that [the existing structure]." (Marie LaRocca)

Response:

The visual impact of the towers, their relative height, and the contrasting form of the silos are discussed on page 30 of the EIR. The towers rise 92 and 78 feet above Francisco Street, 52 and 38 feet, respectively, above the 40 foot height limit. The fourth full paragraph on page 59 of the report states that the towers would continue to dominate the block and to block views even with the removal of 8 to 10 feet of mechanical equipment.

The decrease of visual contrast with the removal of the silos is discussed in the first full paragraph of page 59 of the EIR. In order to emphasize this impact, the following has been added at the end of the second sentence in that paragraph: "This decrease in visual contrast would be most apparent from locations above the site, such as from Telegraph Hill."

A perspective drawing of the project towers is included as an artist's rendering on page 8 of the EIR (Figure 4). An elevation of the towers is shown on page 6 of the EIR (Figure 2). Mechanical equipment would be removed from the roof of the structure but this would probably not be considered a decorative accoutrement. Existing decorative features of the towers such as cornices and pilasters would not be removed. An outline of the project as it would appear from

Telegraph Hill has been included as Figure 32a on page 59a of the EIR and appears on the following page of this document (p. 136). This is introduced after the third sentence in the first paragraph on page 59 of the EIR (new text underlined): "This decrease in visual contrast would be most apparent from locations above the site, such as from Telegraph Hill. Figure 32a (p. 59a) shows an outline of the project as it would appear from the northwest face of Telegraph Hill." A rendering of the finished project as seen from Telegraph Hill will not be included in the report.

The project, as a whole, would show some variation in building heights, roof-lines, and open space. This variation would help to soften the rectilinear building outlines associated with multi-storied structures. This variation in rooflines, building coverage and height is illustrated in the artist's renderings of the project, Figures 4,5,6 pages 8 through 10 in the EIR.

The visual quality of the photograph on page 32 of the DEIR (Figure 21) is improved with a better printing job, as are all other photographs in the report. The Final EIR will receive a better reproduction treatment in order to preserve the graphic details in the report.

The historic nature of the existing complex is discussed under "Historic Resources" above (p. 129 of this document). The scale of the complex is discussed on page 30 of the EIR. The towers are 52 and 38 feet above the height limit of 40 feet. Land use changes in North Beach are discussed on page 54, second paragraph, of the EIR, and indicate that there is a shift away from once dominant industrial uses.

Comments:

"The Draft EIR in the last paragraph on page 59 makes note of the impact of the night-time lighting on residents of the hills overlooking the site. We've all heard about this frequently in the past. The statement that fixtures left on at night interfere with sleep does not reflect the concern of most of the hillside residents. However, lights such as those installed at the North Beach Playground do interfere with sleep. The objections voiced by most hillside residents refer to obstruction of view in that such a highly visible and large light source dominates the outlook at night to such an extent that other lit features around the Bay, such as Sausalito, are lost because of the contrast. In other words, more desirable visual references are obscured by the more dominant light source. The Draft EIR should be corrected in this regard." (Nan Roth)

"[Nan Roth] said that the lights are going to reflect on Telegraph Hill. When they take signatures, Telegraph Hill does not come down Francisco Street or Powell Street, they just stay along their little area and do what they want to do up there. Well, I don't think they belong down where we are."

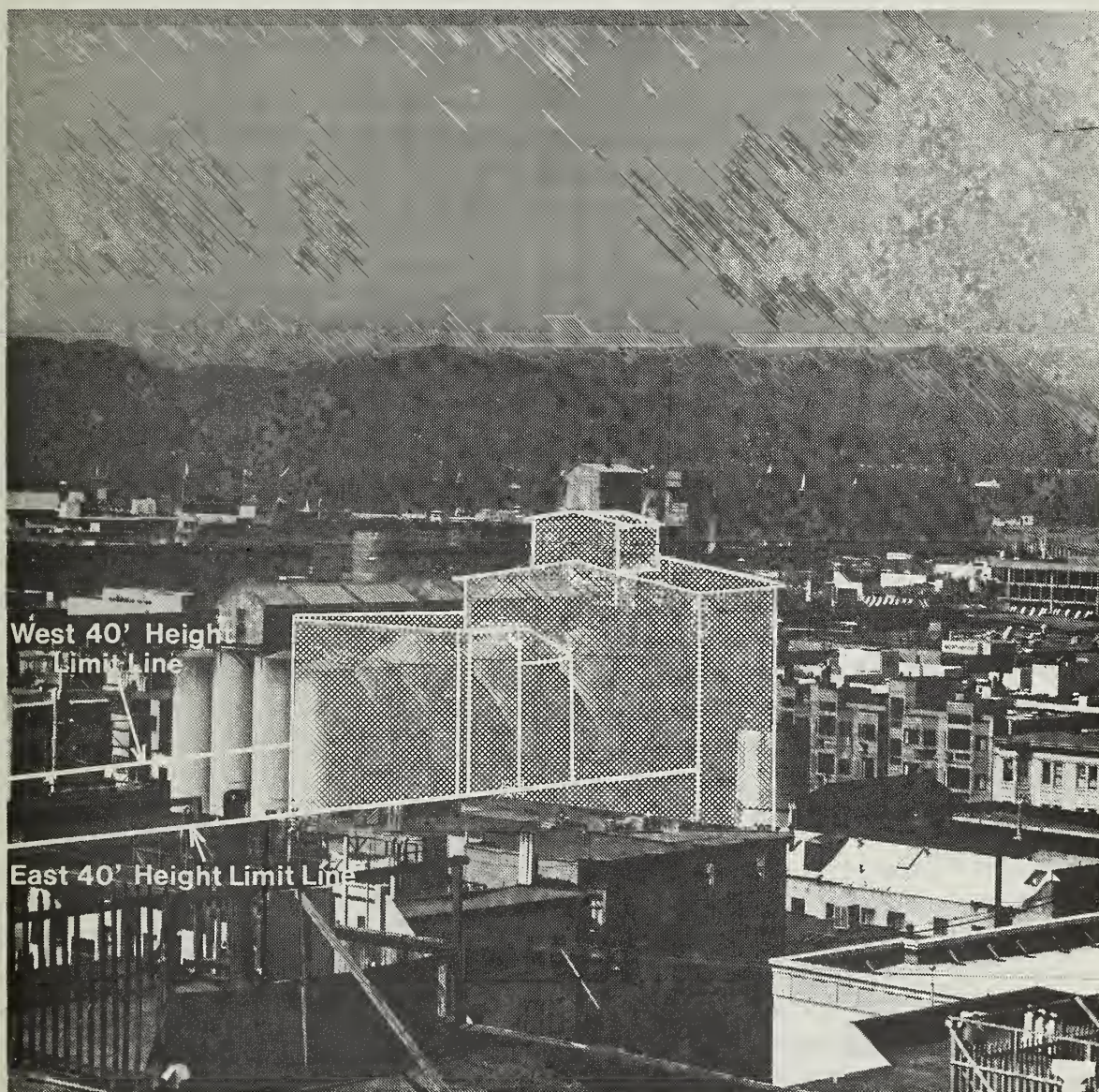


figure 32a

OUTLINE OF THE PROJECT BUILDING BULK, AS SEEN FROM TELEGRAPH HILL

source: Planning Analysis & Development

"[Nan Roth] said that lights reflect on the building up there on Telegraph Hill. When the sun shines, don't I have to kind of fix my shade or blind so the sun won't reflect in my room?" (Marie LaRocca)

"There are potential environmental impacts from the installation of solar panels on the roof of the project, which is under consideration by the developer. The EIR does not address the potential visual impact of the panels, including the possibility of glare." (Judith Robinson)

Response:

The second sentence in the last paragraph on page 59 of the EIR states that "This [night-time light] may be annoying to neighbors living on hills overlooking the site, as light could obscure views of the waterfront and fixtures left on all night could interfere with sleep." For clarification, the following has been added after this sentence in the text: "Prominent light sources tend to diminish contrasts in the night-time sky and distant lit features tend to get lost. For example, the lit feature of Sausalito could become less visible to San Francisco viewers on hills overlooking the site if lights of the intensity of those at the North Beach Playground were to be used at night."

As indicated by the comments, glare and light impact can be subjective and may be dependent on the subject's location, time of day, and individual susceptibility to annoyance from light and glare.

According to Robert Michaud, a solar engineer with Glumac Associates, energy consultants for the project, the use of solar panels would not create any glare on uphill locations.¹ Solar panels are normally composed of a translucent, non-reflective glass with an absorptive backing.

2. Mitigations

Comments:

"Visual & view obstruction - Admittedly, as the EIR states, the 100-foot towers will obstruct views and add a new dimension, glare and bright lights that do not now exist. The EIR gives approval to the conversion of the existing towers to residential use on assurances that the developer will mitigate the impact of glare and lights by using tinted, non-reflective windows on the south facade 'where recommended by mechanical and energy consultants' (page 95) and by not installing exterior lights above the second story. There is no assurance that the project sponsors will follow mitigation procedures nor that they will work to reduce the environmental impact. Mitigation measures for these problems must

1. Robert Michaud and Norman Hum, Glumac Associates, Inc., telephone conversation, May 7, 1982.

be more specifically described and must be required if the towers are to be allowed to remain, filled with glass and light." (Judith Robinson)

"The suggested mitigation measures fail to deal with this issue [of night-time light]. Specific measures should be proposed to utilize non-reflective glass in all the tower windows, not just the south facade. If non-reflective glazing is available that also reduces the intensity of night-time interior lights as viewed from outside, it would be preferred.

"This visual intrusion caused by lighting and glare is not now present at the site and will be directly attributable to a change in use and exterior features brought about solely by this project's not conforming to the existing height limit." (Nan Roth)

Response:

Tinted glass (which has low reflectivity) would be used throughout the project; the potential for glare is greatest on the south facade, which would get the most sunlight. Any tinted glass would reduce the intensity of night-time light, as would draperies and variation in whether or not people are at home at night. A visual study undertaken by the sponsor shows that the quality of night-time light would have a pattern similar to other residential buildings on Telegraph Hill and Russian Hill. Light would be incandescent and broken up, not fluorescent and banded, as is the case for office buildings. If the project is approved, mitigation measures agreed to by the sponsor are made part of the approval and are enforced by the City and through the sponsor's good faith efforts.

The first sentence of the fourth full paragraph on page 95 of the EIR has been replaced by the following: "To reduce potential glare from the towers, tinted non-reflective windows would be used throughout the project. Mechanical engineering consultants would be retained to determine the kind of tinted, non-reflective glass that would be most effective in reducing night-time glare."

Comment:

"The Draft EIR really does not adequately address the point that the towers can physically be cut off." (Judith Robinson)

Response:

Reasons for rejecting the mitigation measure of removing the towers are addressed in the first full paragraph of page 96 in the EIR. Removal of the towers is also addressed as an alternative on pages 108 through 111 of the EIR. Shortening of the towers would be similar to removal of the towers in its impacts on historic resources. Demolition of a portion of the towers would

constitute an impact on a designated landmark and would have to be reviewed and approved by the Landmarks Preservation Advisory Board.¹

E. TRANSPORTATION

1. Parking

Comments:

"The evaluation of the existing parking is out-of-date (over two years old) and bears no relationship to the current parking problems faced by neighborhood residents. And it is not unusual to spend 30 minutes trying to find a place to park south of Bay Street." (Nan Roth)

"The project sponsors claim they will add 35 on-street parking spaces by removing the boxcar and railroad track spur and reducing the number of curb cuts on Francisco, Chestnut and Mason Streets. Since the malting mill is now vacant, these areas, including curb cuts are now being fully utilized for parking - and I personally have been around that block three times now and have found that it's impossible to accommodate any more than 25 cars in those spaces - and that is without garage entrances and loading zones which will eventually reduce that number. The 35 space increase is in error and all references to it should be deleted from the Draft Environmental Impact Report. If the claim is to remain, but the number of spaces reduced, documentation should be provided showing where these spaces will be located on a scale drawing. I would also like to point out that this claim appears among the mitigating factors on this project as well as a summary of the project in the beginning of the report." (Nan Roth)

Response:

The parking data presented in Table 2 (p. 41) of the EIR was collected in May and September, 1980. As of April, 1982, the data was between a year and a half and two years old. This data represents conditions while the malting mill was in operation and its 20 employees plus delivery vehicles sought parking in the neighborhood. Changes in the parking conditions of the area due to the cumulative effect of other projects are addressed in the second paragraph of page 69 in the EIR. Because project-generated parking would be accommodated on-site, an update of the parking survey appears unnecessary.²

The 35 spaces include spaces that are not on the site block. The location of the spaces has been noted with the addition of footnote 7a at the end of the first sentence of the second paragraph on page 65 of the EIR.

1. Jonathan H. Malone, Secretary, Landmarks Preservation Advisory Board, telephone conversation of April 12, 1982.

2. Gerard Walters, PRC Voorhees, telephone conversation of April 12, 1982.

"7a. The 35 spaces include three spaces from driveway removal on Chestnut and Mason, twelve spaces from track removal on Francisco, two spaces from track removal on the northeast corner of Francisco and Mason, eight spaces from track removal on Mason between Francisco and Bay, and 10 spaces from track removal on Mason between Bay and North Point."

The footnote has been added to page 70 of the EIR.

The 35 on-street spaces that would be recovered include many spaces that are currently used illegally and at the risk of tire damage from the railroad tracks.

The word "legal" has been added to the first sentence of the second paragraph on page 65 of the EIR: "The project would increase on-street legal parking by about 35 spaces."

The last sentence of the second paragraph on page 65 of the DEIR states that: "As a result of all of these factors, the project would not adversely impact parking conditions in the area, but would add about 25-35 more spaces than it would use." This has been changed to: "As a result of all of these factors, the project would not increase the demand for parking in the area."

Valet Parking and Parking Garages

Comment:

"The DEIR fails to mention the impact on parking from the patrons of several nearby restaurants and theatres (Veneto's, Caesar's and San Remo restaurants, Venetian Bakery and Northpoint Theatres). It also fails to mention the location or cost of the nearly public parking garages with all the vacant parking spaces. Given the high number of illegally parked cars, drivers are obviously willing to risk a ticket rather than pay a parking fee.

"Where do the restaurant valet services park cars? The entire southbound lane of Powell Street between Bay and Francisco Streets is parked solid with cars at times on weekend evenings because the valet services have no place to put them."
(Nan Roth)

Response:

One of the parking surveys shown on page 41 of the EIR was performed between 7 and 8 pm on a Thursday evening; this would include a show and restaurant weekday peak. Conversations with the valets for the New San Remo and Caesar's restaurants on April 12, 1982, and April 18, 1982, indicate that an off-street garage on Vandewater Street and on-street spaces on Vandewater and Powell Street are used by all of the restaurants on Powell between Francisco and Bay. Occasionally, the white curbed spaces on Powell and Bay and the off-street lot on the east

side of Powell are used. Double parking generally occurs on weekends and is due to queuing for valet services and passenger drop off. The Northpoint Theater validates parking in an off-street garage on Powell north of Bay. Valets for the San Remo restaurant on Mason park cars in an off-street loading area south of the restaurant. The Safeway lot is also used after the supermarket's hours of operation. Nearby parking lots are shown in the new land use map (Figure 15a, p. 22a in the EIR).

The following sentence has been added to the end of the first sentence of the first full paragraph on page 39 of the EIR: "Parking conditions on weekend evenings are particularly congested on Powell between Bay and Francisco due to double parking for passenger drop-off and valet services."

The first paragraph on page 42 of the EIR describes occupancy patterns and distance from the site of two garages and one off-street lot. This paragraph has been revised to add the cost of public parking as follows:

"The greatest sources of unused weekday and evening parking in the area are the Northpoint garage on Bay and Mason and the Ramada Inn garage on Bay and Jones. The Northpoint and Ramada Inn garages are 1-1/2 and 2-1/2 blocks from the site respectively. The 260-space Northpoint garage costs \$8.50 per day to park in and is generally filled on weekends. However, 80 spaces were vacant during the weekday afternoon survey. The evening vacancy rate is generally no less than 160 spaces. The Ramada Inn garage contains about 160 spaces of which 100 are normally vacant on weekday afternoons and evenings.⁹ This garage costs \$6.00 per day to park in and has monthly spaces available for \$60.00/month. The parking survey also found that there were nine vacant spaces in the 18-space pay lot on Powell at Francisco, about 1/2 block from the site. This lot costs \$3.00 per day to park in."

Footnote 9 on page 45 of the EIR has been revised as follows: "9. Conversations with the garage operators, May 26, 1980, and April 12, 1982."

Comment:

"Footnote 6 on page 70 indicates that there is an average of 1.7 cars per household on Russian Hill. Since the project only provides one parking space for each of 93 dwelling units, 65 cars plus guests will be added to the current demand for evening parking. The DEIR fails to mention that the type of office tenants proposed for the projects (finance and insurance in particular) often work evenings and might be reluctant to yield their parking spaces to residents at night. All these residents would be eligible for 'A' permits--a real bargain when compared with paying \$60-\$100 per month for off-street parking.

"The DEIR also fails to mention that each business owner in the 'A' permit area is entitled to an 'A' permit. For example, if a real estate office operates as seven different corporations, it would be eligible for seven permits. This dramatically increases the potential impact of the project on the 'A' permit program. The only appropriate mitigation measure would be to exclude the project from the 'A' permit area.

"I also question the likelihood of the project's off-street parking being made available to neighborhood residents. It would be impossible to do this and not include the residents of the public housing at Francisco and Taylor which the homeowners' association would probably not wish to have access to the garage."
(Nan Roth)

Response:

The first paragraph on page 65 of the EIR explains that with the flexible parking program, the residential parking ratio would be raised to about 1.84 per unit. The Russian Hill telephone survey is cited only to demonstrate that there may be a demand for more than one parking space per residence, as a worst-case assumption in comparison to the parking ratio permitted by the Planning Code, which is one per unit, or up to 1.5 per unit as an accessory use.

Details of the flexible parking program would be worked out by the tenant's organization. Office workers staying past normal office hours would be able to park in the first basement level, reserved for office parking. Leasing of garage spaces would not be mandatory for office tenants but would probably occur due to the limited availability of on-street spaces, the convenience of a reserved space, and security. Similarly, additional residential parking spaces would probably also be leased. One residential parking space would be included in the sales price of each condominium. Nonetheless, there could be some spill-over onto the 'A' permit parking spaces (each business would be eligible for one 'A' permit). This has been indicated in the text by adding the following (underlined text) to the third sentence in the second paragraph of page 65 in the EIR.

"The project would increase on-street legal parking by about 35 spaces by removing the boxcar and railroad track spur and reducing the number of curb cuts on Francisco, Chestnut and Mason . . . The additional spaces should accommodate overflow from visitors who might park on the street rather than in the project garage and for office occupants who have not purchased or leased additional spaces in the garage."

The availability of excess parking spaces to neighborhood residents is an agreed-upon mitigation measure. Exclusionary leasing of the spaces on the basis of perceived class differences would be illegal and unconstitutional.

2. Traffic

Comments:

"The EIR does not take into account increased traffic related to shops on the site; in fact, retail shops are not even mentioned in the draft EIR despite the fact that they were discussed in public neighborhood meetings by developers as a possibility for commercial use of the site." (Judith Robinson)

"The report, while stating that "worst case" parking and traffic demands were studied, states that a survey of households "indicates that human perception of traffic-related disturbances of the magnitude that would be caused by the project would generally be negligible (p. 63)." First, the survey is based on a 1976 study (p. 70); secondly, it appears not to take into account the potential for increased traffic and parking problems associated with visitors to the offices in the complex or with shoppers to retail businesses on the site. In fact, the EIR makes no mention of possible new retail shops in the project, which are not excluded from the plans." (Judith Robinson)

Response:

As indicated by the Project Description of the EIR the project would not contain retail use although such use may at one time have been considered by the sponsor. Because there would be no retail use, traffic generated by such a use has not been included in the transportation impact analysis.

The 1976 Livable Urban Streets study, conducted by Professor Donald Appleyard of the University of California, Berkeley, examined the qualitative effect of varying levels of traffic increases on neighborhoods in San Francisco. There is no reason to assume people's subjective responses to traffic volume increases have changed since 1976. The traffic levels generated by the project were qualitatively assessed in terms of human perception using the Livable Urban Streets study. The purpose of doing this was to give some meaning to traffic counts, and relate it to human responses in addition to street capacity and the number of parking spaces available. Quantitative traffic impacts of the project were calculated using the methodology shown in Appendix B (pp. 184, 185) of the EIR. The transportation planning firm of PRC Voorhees performed the transportation analysis between March 1980 and November, 1981.

Visitors to the residential and office uses are included in the trip generation rates shown in Table 8 (p. 61) of the EIR. For offices, a visitor trip generation rate of .35 visitor cars per employee per day is used.¹

1. PRC Voorhees, Report on Transportation Impacts for the Francisco Place Project, November, 1981, p. 33, footnote 2.

F. NOISE

Comments:

"This report didn't mention any of the noise associated with installing concrete. You are going to completely cut up the entire exterior of that tower, fill it with glass, and it's not going to have any impact on the neighborhood in terms of noise? I can't think of anything that's noisier than concrete-sawing distances. What will be the noise level and how will it affect people physically -- not just in their ears -- such as piledrivers; not just banging, but constant vibration? How many hours will it take to saw the number of openings contemplated? For how long a period at any one time will the equipment be operating without a break? What days of the week and during what hours will it be operating? Are there any daytime sleepers in the areas who would be disturbed by the noise? (Nan Roth)

"The noise portion of the Environmental Impact Report is excessively vague in all respects and needs complete reworking, including information more relevant to this specific matter." (Nan Roth)

"I would also like to add my concern about the failure of the EIR to take note of the concrete sawing noise pollution." (Judith Robinson)

"[Nan Roth] said that when they start working that the noise and jarring will affect us. Well, I have heard that for 55 years now . . . There weren't any tracks there when I moved in there. Then those tracks came in and those trains would come about 5:30 or 6:00 o'clock in the morning. Now, those tracks are going to be gone." (Marie LaRocca)

Response:

The range in construction noise levels at the project site shown in Table 11 (p. 73) of the EIR includes the noise of concrete sawing within the erection phase of construction. Table 3 (shown on page 145 of this document) of the Acoustical Study for Francisco Place¹ which is on file at the Department of City Planning Office of Environmental Review depicts noise levels for several pieces of construction equipment including concrete saws. According to this figure, at 50 feet concrete saws would produce a noise level of 75 dBA with control measures.

Saws are not as noisy as scrapers, rock drills, and pneumatic tools (80 dBA at 50 feet).

1. Paoletti/Lewitz/Associates Inc., Acoustical Study for Francisco Place, November, 1980.

TABLE 3

**CONSTRUCTION EQUIPMENT NOISE LEVELS
INCLUDING IMMEDIATE ABATEMENT POTENTIAL**

Noise Level in dBA at 50 Feet		
<u>Equipment</u>	<u>Present</u>	<u>With Feasible Noise Control*</u>
Earthmoving:		
Front Loader	79	75
Backhoes	85	75
Dozers	80	75
Tractors	80	75
Scrapers	88	80
Graders	85	75
Truck	91	75
Materials-Handling:		
Concrete Mixer	85	75
Concrete Pump	82	75
Crane	83	75
Derrick	88	75
Stationary:		
Pumps	76	75
Generators	78	75
Compressors	81	75
Impact:		
Jackhammers	88	75
Rock Drills	98	80
Pneumatic Tools	86	80
Other:		
Saws	78	75
Vibrator	76	75

*Estimated levels obtainable by selecting quieter procedures or machines and implementing noise-control features requiring no major redesign or extreme cost.

Source: Environmental Protection Agency, "Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances," Washington, D.C., 31 December 1971.

The noise levels depicted in Table 11 of the EIR are average levels used to estimate the overall, cumulative impacts of different phases of construction. Noise resulting specifically from concrete sawing could be mitigated to some extent by sawing from the interior of the towers. This measure has been included as a noise mitigation at the end of the first paragraph on page 100 of the EIR: "The sponsor agrees to consider mitigation of the noise impact of concrete sawing by having it performed from the interior of the towers, if the required sidewalk closure permit can be obtained from the Department of Public Works. The sponsor also agrees to consider an additional or supplementary measure of enclosing plywood on scaffolding surrounding the towers. This could result in reduction of noise levels of up to 25%." Concrete sawing from the interior on the west facade of the towers would require permission from adjacent property owners because interior sawing would result in some debris falling on surfaces and structures outside the towers.

The noise impacts analysis on pp. 73-74 of the EIR is a summary of a more detailed analysis of the project's noise impacts contained within the Acoustical Study for Francisco Place. Detectable noise level increases due to the project would be generated by construction activity and would be temporary.

The fourth comment indicates the relative and subjective nature of environmental noise. This is further discussed in Appendix B-1 of the Acoustical Study for Francisco Place.

G. ENERGY

Comment:

"... opening up the north side of the building to such an extent [by adding floor-to-ceiling glass] runs contrary to energy efficient design." (Nan Roth)

Response:

The use of double glazing on the north facade windows would help to counteract heat loss from the glass surfaces. Energy conservation measures are discussed on pages 74, 75 and 76 of the EIR. The project would exceed Title 24 conservation requirements; this is demonstrated in Figures 34 and 35 on page 76 of the EIR.

H. HOUSING

1. Affordability and Low and Moderate Income Units

Comments:

"The first sentence in the second paragraph (of the Housing Section, page 89 of the EIR) states that both the office and housing market at which the project would be directed are in the middle range. Yet it doesn't say what the middle range is. If it is unaffordable to the average San Francisco household, as stated in the following paragraph, how can it be middle range? In discussing

median household income, they fail to explain that if it refers to the cost of two bedroom units considered appropriate for a family of four. They also fail to point out what the basis of median income is, and therefore determining what low and moderate income housing is and how this factor came about and how it affects housing costs in the Bay Area and subsidized housing costs." (Nan Roth)

"The DEIR fails to assess the impact of this project on the existing low and moderate income housing in the immediate neighborhood. Including Macondray Lane in comparable housing cost data is inappropriate." (Nan Roth)

Response:

The third paragraph on page 89 of the EIR states that "Although the project would be in the middle price range for new construction, it would not be affordable by the average San Francisco household." The sentence has been changed to: "Although project construction cost, and therefore condominium sales prices, would be in the average range for new residential construction, units in the project would not be affordable by households with median or lower incomes, using traditional forms of financing. This is due in part to high interest rates for both construction financing and home mortgages."

The fourth sentence in the third paragraph on page 89 of the EIR stating that: "The 1981 median household income in San Francisco is \$30,500 . . ." has been changed to: "The 1981 median household income in San Francisco is \$30,500 for a family of four." A family of this income level would not be able to afford the average priced unit in the project (\$200,000) or the average priced two-bedroom unit in the project (\$267,000), using traditional forms of financing. The meaning of median income is described in the text in the third paragraph of page 89: "[this] means only half of these households have incomes of \$30,500 or more." The other half has an income of \$30,500 or less. The source of the median income figure and definition of low and moderate housing is the U.S. Department of Housing and Urban Development memo entitled "Income Limits for Housing Programs, October, 1981" and is given in footnote 18 on page 92 of the EIR. According to the U.S. Department of Housing and Urban Development standards, those families of median household income or 20% more would fall into the low and moderate income categories. Due to lack of funds and high levels of demand, subsidies for low and moderate income housing are difficult to obtain.

Indirectly and in the long run, low and moderate income housing in the neighborhood could be affected if property values were to rise and the existing supply was not protected.

Macondray Lane data was used because it was a recently completed residential project for which sales prices were available. Thus, it provided one indication of market rate housing prices, and serves as a reference amount..

Provision of Low and Moderate Income Units:

Comments:

"The EIR is misleading in indicating that the developers may obtain or try to obtain Section 8 federal subsidies to develop approximately 12 moderate income units for the site. It also fails to note that the developer proposed using the Francisco site, this site, to meet housing requirements of a previously-approved project for Russian Hill. What happens if they are unable to develop those inclusionary housing units and fulfill that obligation? Section 8 funds, as you know, are no longer available, nor has an agreement with local housing corporations been finalized with regard to inclusionary housing. Now I would like to point out strongly that the EIR does take cognizance of the fact that 24 percent more housing at more moderate prices could be built on the site with more parking if the towers are removed. I refer you to pages 16, 54, and 110 of the EIR." (Judith Robinson)

"[On] page 4, first paragraph it talks about 12 units "twelve of which would be set aside for moderate income families." When I read that I thought that was a guarantee. It gives the impression that that is a reality. But on page 16 in the last paragraph it states that the sponsor intends to seek Section 8. That language should be on page 4, or page 4 should say something like, if Section 8 funds are available. The same should be added to page 1 of the summary, in the first paragraph, and on page 54, the last line. The "would" should be "could"; if subsidies are available." (Commissioner Bierman)

"The single mitigation measure proposed to eliminate potential impact from land use--inviting the Chinatown Housing Corporation to participate in the 12 units of subsidized housing--does not deal with the issues we have raised. This unmitigated impact should be included as a significant environmental effect that cannot be avoided if the project is implemented as proposed." (Nan Roth)

"The project, contrary to what the EIR states on page 54 does not meet the criteria of the Comprehensive Plan's Residence Element. It does not preserve and expand the supply of low and moderate income housing, nor does it encourage economic integration, nor ensure the availability of quality rental housing or maximize housing opportunities for low and moderate income residents of the Chinatown/North Beach area." (Judith Robinson)

Response:

The sponsor intends to provide 12 low and moderate income units if subsidies are available. In order to reflect this condition, the following changes have been made in the EIR. The third sentence in the first paragraph on page one of the EIR has been revised (new text underlined) to read as follows: "The project would include 93 dwelling units including 12 that would be set aside for

moderate income families, if subsidies are available." The third sentence in the first paragraph on page four of the EIR has been revised to read as follows: "The sponsor proposes to provide 93 condominiums, 12 of which would be set aside for moderate income families, if subsidies are available and 48,000 sq. ft. (net) of office space at or below street level." The last paragraph on page 53 of the EIR has been revised to read: "The provision of 12 moderate income units on the site could, if subsidies are available, be responsive to these policies."

The following sentence in the last paragraph page 16 of the EIR has been changed to: "The sponsor intends to seek Section 8 or other subsidies, if available, for 12 moderate income units."

If subsidies are received, these units would fulfill the low and moderate income housing requirements for the project and for no other project. Under a previous sponsor the project would have provided 15 low and moderate income units, three of which were in fulfillment of a requirement for a Russian Hill project.

The Removal of the Towers alternative (pp. 108-110) indicates that there would be more units and more affordable units. However, there would be greater historic resource and transportation impacts.

The project would not remove low and moderate income units, and might add 12 new low and moderate income units; therefore, there would be no direct adverse impact on the availability of low and moderate income housing. Because the project could provide 12 units of low and moderate income housing it could expand the supply of such housing, encourage economic integration, and increase such housing opportunities in North Beach, responding to objectives and policies in the Residence Element. However, if subsidies are not forthcoming, this is not likely to occur.

2. Sales Prices & Condominium Market

Cost of Concrete Cutting

Comment:

"To what extent will the cost of concrete sawing impact the cost of construction in the project and ultimately the sales prices?" (Nan Roth)

Response:

According to Gano Rogers of Swinerton & Walberg, general contractors for the project, the cost of concrete sawing is included in the construction cost estimate. The construction cost is cited on page 85 of the EIR (first paragraph).

Condominium Market

Comments:

"The Draft Environmental Impact Report fails to discuss the market in the neighborhood for condominiums. The Vandewater Projects [condominiums] literally are not selling. Two of the buildings have temporarily been returned to the rental market and appear to be fully occupied. The other two buildings are, I think, out of 25 or 26 units only three of them are occupied.

"How does this affect the future of this project? Are we dealing with a group of investors who are making commitments and promises to the neighborhood, but will sell this property to others as soon as they get their permits? Are we going to see this built only to sit neglected and empty and unkempt as some of the Bay Street condo conversions are, because there is no market for them? There should be some economy in apartments as in flats and townhouses that would be available to people earning less than \$80,000 a year yet more than the moderate income that would qualify them for subsidized housing. I feel that this income group is the one most in need of housing. There certainly is a housing need in San Francisco but it appears it is for lower cost housing than is being offered. One way to lower construction costs would be to eliminate the expensive cost of conversion of the towers to residential use." (Nan Roth)

"All those condominiums [the Vandewater buildings] are sold and I don't know where she [Nan Roth] gets all these things about where we live. She only knows about Telegraph Hill. They cannot come down and tell us what to do in our area." (Marie LaRocca)

Response:

An occupancy survey conducted by Planning Analysis & Development on May 7, 1982, found that all units at the 22 Vandewater, 55 Vandewater, and 444 Francisco buildings were occupied. Of 15 units at 33 Vandewater, two were unoccupied. All of the 24 units at the 22 Vandewater building are rentals. Information for the 460 Francisco building was unavailable.

According to Eileen Le Blond, a sales agent with Graham & Company Realtors, condominium sales at 444 Francisco have "never been a problem." She also states that other condominiums in the area have sold more slowly due to small unit sizes and poor quality construction. She believes condominium units in the neighborhood will sell if they are of a high quality.¹ Affordability of the units is discussed under "Median Income and Low and Moderate Income Housing" above.

1. Eileen Le Blond, sales agent, Graham & Company, Realtors, telephone conversation of April 12, 1982.

Removal of the towers is discussed under "Alternative C, Removal of Towers" on pages 108-110 in the EIR. Although a greater number of less expensive dwelling units would result from this alternative, there would be greater transportation and historic resources impacts.

I. ECONOMICS

Demand for Commercial Space

Comment:

"Page 116 talks about the economic factors; it indicates a great demand for commercial space and a need for filling that demand and I don't know whether that's true or not, and I think that that's being used as the justification for doing offices along with housing and slanting it toward a combination project and I don't know about the validity of that whole economic analysis. It seems to be written to make it look as though there is that kind of need, but I don't know what the background is for that. Because we are building so much office space, I don't know whether that's accurate." (Commissioner Bierman)

Response:

The sponsor believes that there is a market, and therefore a demand, for office space in the project vicinity. In order to qualify the existence of this demand, the third sentence on page 116 of the EIR has been changed from "Demand for commercial space in the area would not be met" to "If there is any demand for commercial space in the area, it would not be met."

Employment

Comment:

"The DEIR persistently refers to 192 new office jobs being created by this project. Not all of the employment associated with these offices will be new jobs--much of it will come from other locations in the city. The numbers quoted should be modified to reflect that." (Nan Roth)

Response:

A survey of firms which located in the 444 and 595 Market Street buildings conducted by Planning Analysis & Development in August, 1981, indicated that 15% of the employment was new to the City. If this percent were to be applied to the project's employment, then only 25 jobs new to the City would be created. However, some existing businesses may move to the proposed office space in order to expand, bringing other new jobs to the site. Many existing firms would leave office space that could be filled with new businesses that create new jobs elsewhere in the City, so it is likely that the total number of new jobs created directly and indirectly by the proposed office space would fall somewhere between a low of 25 and a high of 50+. Twice as many jobs (i.e, 25 x 2) or more would be created if the firms replacing those that move to the site create as

many new jobs when they occupy the vacated space. On-site, however, there would be about 190 employees.

The second sentence in the third paragraph on page 86 of the EIR has been changed to reflect the above point."The project would attract about 190 office jobs ¹⁰, some of which would be new to the City and some of which would be jobs relocated from other San Francisco offices. The existing but relocated jobs would leave vacant office space which in many cases could fill with workers new to the City."

J. GEOTECHNICAL

Comment:

"The EIR notes that the site has the 'potential for ground failure hazards' (p. 51), which could cause major shifting of and/or damage to not only the existing structures but to neighboring buildings resulting from excavation or earthquakes. In light of the fact that plans call for excavation to 30 feet below the surface for parking garages, the EIR does not make it clear what happens if the site is found unsafe for such excavation. Clarification is needed as to whether the project may go forward, will require modification, etc. The EIR merely states that 'The sponsor has agreed to follow the recommendations of a California licensed soils engineer regarding detailed excavation and shoring procedures and foundation design' (p. 101). It is not clear what that means with respect to mitigation measures to be taken." (Judith Robinson)

Response:

According to Gary Carpenter of Don Hillebrandt Associates, Geotechnical Consultants, the geotechnical conditions and hazards found at the site are not unusual and would not preclude excavation. The hazards peculiar to the site would require a geotechnical engineer to recommend procedures for dewatering, underpinning and shoring to ensure safety and stability. Nonetheless, some settling of up to one half inch could occur. This would cause cosmetic damage such as hairline cracks to immediately adjacent structures.¹

Geotechnical mitigations are detailed on pages 101 and 102 of the EIR. These measures would be undertaken by a soils engineer. Any potential for ground failure during excavation must be mitigated to satisfy the requirements of the San Francisco Building Code. In addition, the sponsor would require the contractor to provide insurance against liability for any damage to adjacent property. This would involve inspection of adjacent properties by the insurance company before construction activities would start.

1. Gary Carpenter, Don Hillebrandt Associates, Geotechnical Consultants, telephone conversations, April 12, and June 7, 1982.

K. BIOLOGY

Comment:

"The developer's proposal calls for massive excavation of the Francisco Place site, with extraordinary work being performed to the malt factory towers ... For years, adjacent residences have observed a large population of rats and other rodent-like creatures inside the Bauer-Schweitzer complex. Any development would affect the movement of this population, generally dispersing the animals throughout the community. The suggested renovation would compound this problem, leaving possible havens for rats in the towers. The EIR ignores totally this issue [sic]: no extermination measures or control procedures are discussed. Yet the problem is both glaring and serious. It cannot be avoided." (Jerry Petruzzelli, Telegraph Hill Dwellers)

Response:

The impact on rodents was not addressed in the EIR because the Initial Study found that effects on plant and animal life did not need further evaluation (fourth full paragraph on page 204, Appendix E of the EIR).

The sponsor states that rodents were a problem at the mill while there was a source of food, namely barley. Since the cessation of malting, weekly observation by Rose Exterminators indicates a decline in rodent population and a cessation of rodent out-migration from the site¹. Immediately after closure of the mill, neighbors complained of an increase in rodent activity as the animals apparently sought other sources of food. If built, the site as a whole would be purged of rodents by sealing off buildings and exterminating them prior to construction. A potential haven for rats would be removed from the neighborhood.

L. COMMUNITY CONCERNS

Comments:

"The report conspicuously failed to mention that some 60 neighborhood residents signed a petition in 1981 to the Planning Commission and Board of Supervisors opposing landmark status for the malt factory buildings and favoring removal of the 100-foot towers should the site be converted to residential use, in order that the buildings conform with the area's 40-foot zoned height limit. The EIR merely mentions that other neighbors petitioned in support of the project, unfairly omitting the strong opposition to retaining the towers (see page 93)." (Judith Robinson)

-
1. Dai Williams, building maintenance personnel for Francisco Place Ventures, and Rose Exterminators.

"The EIR fails to take note of the fact that there was a petition of approximately 60 neighbors who favored cutting these towers off and I just want to point that out as well. That [petition] did not necessarily come from the Dwellers; these were neighbors. (Sue Hestor)

"All the neighbors are very happy that this building is going to be changed ... It's going to be improved. Because they are going to repave it we are going to have a new street; we are going to have everything new around here. And the neighbors are all neighbors that have lived there all their lives almost and they are tired of looking at this old building." (Marie La Rocca)

Response:

Page 93 for the EIR devoted one paragraph to the views of opposing neighbors and one paragraph to the views of neighbors who favored the project. The first paragraph on page 93 of the EIR notes that : "The general membership of the Telegraph Hill Dwellers voted not to support the project as the towers would continue to exceed the height limit." The following statement has been added at the end of this sentence: "A petition with about 60 signatures of persons who opposed the project was submitted to the City Planning Commission on February 19, 1981, and to the Board of Supervisors on May 8, 1981. The organizer of the petition states that she has placed a copy of the petition on file with the Office of Environmental Review¹.

M. ALTERNATIVES

Comment:

"In the discussion of alternatives, I would like to see the effect of not keeping the towers versus the present plan to convert them to housing compared in terms of cost. To what extent does everyone -- buying the units and in the neighborhood, pay for the luxury of preserving the towers? Is it justified in terms of the community benefits?" (Nan Roth)

"The sponsor rejects the all-residential alternatives because they would be less profitable (page 116). If the project were built as all residential and held within the 40 foot height limit under PUD/CU authorization and directed towards the same market, what percentage return to investors would it show? How much less would that be than the proposed project would offer?"

"What is the construction cost per foot for an all residential project totally within the 40 foot height limit as compared to the project as proposed?" (Nan Roth)

1. Judith Robinson, telephone conversation, May 7, 1982.

"If proposed alternatives are to be rejected because they are uneconomical, I ask that financial and cost data be included to support those conclusions."
(Nan Roth)

Response:

The Office of Environmental Review requests information regarding why project sponsors reject specific alternatives so that decision-makers can equitably evaluate a proposed project. It does not follow that a detailed economic analysis is required under the California Environmental Quality Act. The percentage return of different alternatives under different assumptions is dependent upon several factors including interest rates, the general state of the economy, and the willingness of investors to invest funds in real estate. Estimates of rates of return are speculative at best and are often considered proprietary information. This information would have no bearing on environmental impacts and need not be included in an EIR.

Rehabilitation of the towers would be roughly 30% more costly than new construction¹. The primary cost of removing the towers would be demolition cost, but the amount has not been estimated. Special costs associated with saving the towers that would not be incurred if the towers were removed include earthquake-proofing, addition of floors inside the tower shell and all other costs associated with constructing floors 5 - 8, which would not be allowed if the towers were demolished. However, this does not mean that it would be more profitable to demolish the towers. The view and unique design of the project may add to its profitability. The sponsor believes that retention of the towers is important to the image of the project.

Some of the relative costs of the two alternatives are addressed under "Economic Factors" on pages 110 and 116a of the EIR. Speculative and intangible costs of the alternatives are not addressed in the EIR since they are not environmental issues. In general, however, the sponsor estimates that retention of the towers would add a \$50,000 premium for those units with good views. If the towers were removed, some existing residences in the neighborhood could increase in value as a result of better views. Since neighborhood residences would be older than the units in the project, and views from existing residences would not be as panoramic as views from the towers, the value of a view from existing residences (assuming the towers are removed) would probably not be as great as those in the proposed project.

There could be a long-term increase in neighborhood property values due to the project and other land use succession trends that upgrade buildings in

1. Gano Rogers, Swinerton and Walberg, telephone conversation, April 23, 1982.

the area. Although this could reduce the affordability of housing, renters and prospective property owners would be more affected than existing homeowners. This is because Proposition 13 has put a lid on increased tax assessments. If the project indirectly reduces the amount of low and moderate income housing in the neighborhood, providing 12 low and moderate income units would offset this to some extent, although it is difficult to quantify how much.

Comments:

"I think there probably ought to be an alternative that's like maximum development the same kind of uses but to a lesser degree. I have a feeling that there is no place in here that gives a really clear description of what they could do if they tore it [the towers] down and did traditional housing. Not maximum-use housing, but traditional use housing. Now, maybe it isn't economically feasible, that can be said, but I think we need to have that there." (Commissioner Bierman)

"The only solution to reducing these unpleasant environmental impacts, however, is to remove the towers to the 40-foot height limit. Such an alternative is feasible, although the EIR does not take note of the physical possibility of lowering the existing structures. It does note that removal of the towers would result in the development of more dwelling units (24% more) than are proposed for the project now, including more moderately-priced units, and more parking spaces. 'This alternative would offer more, though smaller, units and would contribute to solving the City's housing problem to a greater extent than the proposed project,' the report states (p. 110)." (Judith Robinson)

Response:

If the site were developed according to RC-3 density without a Conditional Use Authorization for a Planned Unit Development, it could be developed with 131 units. This is based on the allowable density of one unit per 400 square feet of site area. The impacts of this density are discussed under Alternative E, "Increased Residential", page 114 of the EIR. This alternative included the towers. The impacts of removing the towers are discussed in Alternative C, page 108 of the EIR. If 131 units and removal of the towers are considered jointly, such an alternative would have the impacts of each. In the interest of brevity, this combination of parameters was not expressly evaluated in the EIR. The composite impact assessment would include the following sections from Alternative C: site and land use (paragraph one), historic resources, visual quality, energy and economic factors; and the following sections from Alternative E: site and land use, visual, transportation, energy and economic factors.

If by traditional housing, one means subdividing the lots and developing each new lot with individual buildings, (in addition to removing the towers), the site could be developed with about 126 units. This alternative would consist of

15 lots (12 new lots) with a minimum width of 25 feet and a minimum area of 2500 square feet. RC-3 density would allow an average of 6 units on each new lot, although some lots would be larger than 2500 square feet and could have more units on them. The three existing lots on Mason would remain unchanged, and would have one unit per 400 square feet of lot area for a total of 18 units along Mason Street. From an environmental perspective, such an alternative would have impacts similar to Alternative C and E.

Comments:

"The all-residential alternatives to the project proposed in the EIR are also presented in such a way as to make them appear as undesirable as possible, e.g., more residents and less parking. However, the overall impact from an all-residential project would be less harmful to the neighborhood and would quite possibly better fill current housing needs." (Nan Roth)

"In the all residential alternative, the project sponsors propose either maximum development within RC-3 zoning (131 units) or maximum development under PUD/CU authorization (261 units). Rarely do developers provide the maximum number of dwelling units permissible. The allowable building envelope is the deciding factor with the number and type of dwelling units determined by parking and open space requirements, and perceived market conditions as they relate to potential profit. Thus to insist that an all residential alternative would of necessity consist of 261 units averaging 444 square feet per unit is inaccurate. More realistic alternative configurations should be offered." (Nan Roth)

Response:

At 93 units, the proposed project is less dense than it could be with either a straight-forward RC-3 density or a PUD. The "All Residential" alternative presents a range of possible densities from a minimum of 131 units to a maximum of 261 units. The sponsor would prefer 131 units because he believes that the potential unit sizes would be marketable. The range of unit sizes is described in the second and third paragraphs on page 114 of the EIR. The average unit size for the 131-unit alternative would be 885 square feet, 84 square feet less than the average under the proposed plan. There would be less parking available under an all-residential alternative because without parking associated with the office space, the proposed flexible parking program would not be possible. With 131 units, 131 spaces would be provided in two basement levels. The added expense of a third basement would be avoided by the sponsor, who would supply only the amount of parking required by the Planning Code.

The 261 unit scenario was used as a worst case and, as indicated on page 116 of the EIR, was rejected because of the small unit sizes which the sponsor believes would be difficult to market.

For purposes of clarification the following changes have been made: Between the second and third sentences of the first paragraph on page 114 of the EIR the following has been inserted: "A range of densities could be expected. This alternative is meant to address this range."

The first sentence of the fifth paragraph on page 115 of the EIR has been replaced by: "Under this alternative, parking would be provided at no more than one space per unit. No flexible parking use program would be implemented because there would be no office space."

The fifth sentence of the second paragraph on page 116 of the EIR has been replaced by: "With 261 units, the average unit would be smaller than those proposed under the preferred plan and therefore less expensive."

The final sentence in this paragraph has been replaced with: "The scenario with 131 units has been rejected because the sponsor believes that it would be less profitable than the proposed project."

IV. ADDENDUM

The following should have been included as a new section, entitled N. Staff-Initiated Text Changes, at the end of the Summary of Responses to Comments for the Francisco Place Environmental Impact Report (EE80.248).

N. STAFF-INITIATED TEXT CHANGES

Alternative E 'All Residential' (pp. 114-116 of the EIR) has been retitled 'Increased Residential.' Another scenario for more residential units and less office space has been included as part of this alternative.

The first paragraph on page 114 of the EIR has been revised to read as follows (new text underlined):

"Site and Land Use: Under this alternative, three scenarios have been investigated. One would be to develop this site with 131 units, the maximum allowable within RC-3 zones; the second would be 261 units, the maximum allowable with a Planned Unit Development Conditional Use authorization. The third would be to develop the site with 158 dwelling units and 24,000 square feet of commercial space with a Planned Unit Development Conditional Use authorization. Thus, this alternative addresses a range of densities that could be developed on the site. All scenarios would include the towers and four new buildings similar to the proposed plan."

An additional paragraph has been added after the third paragraph on page 114 of the EIR which reads as follows:

"The mixed-use scenario would include 158 dwelling units averaging about 800 square feet each. This would be 65 units (70%) more than the proposed plan. In addition, there would be 24,000 square feet of commercial space below street level; this would be 50% less commercial space than the proposed plan. Twenty-one low and moderate income housing units would be provided if subsidies are available, amounting to 15% of the units. Two hundred and six parking spaces would be provided in three basements. Of these, 158 would be set aside for residential parking and 48 for commercial parking. All of the first basement and part of the second would be reserved for commercial parking during business hours and for joint residential and commercial use during evenings and on week-ends."

The last paragraph on page 114a has been revised to read as follows (new text underlined):

The first two scenarios of this alternative would result in a change from industrial use to an all residential use rather than a change from industrial to commercial/residential mixed-use, as in the proposed project. The third scenario would increase the amount of residential use and decrease the amount of commercial use relative to the proposed project. The increase in residents under this alternative could result in a higher level of night-time activity and street life, and a lower level of day-time use and activity."

The following sentence has been added after the second paragraph on page 115 of the EIR ('Visual'):

"Under the mixed-use scenario, the commercial space would be below the level of Francisco and Chestnut Streets."

The following sentence has been added to the end of the third paragraph on page 115 of the EIR ('Transportation and Air Quality'):

"With the mixed-use scenario, daily and peak hour trips would be 12% greater than the proposed plan."

The fourth paragraph on page 115 of the EIR has been revised to read as follows (new text underlined):

"Under the all-residential scenarios of this alternative, parking would be provided at no more than one space per unit. No flexible parking space use program would be implemented because there would not be any office space. With 261 units, all three parking levels would be used to provide one parking space per residential unit. With 131 units, the sponsor would avoid the expense of a third basement and would provide parking on two levels only. Under the mixed-use scenario, there would be flexible use of commercial parking spaces, but there would be 50 fewer spaces available for joint use, compared to the proposed plan."

The first paragraph on page 116 of the EIR ('Economic Factors') has been revised to read as follows (new text underlined):

"Economic Factors: This alternative would result in more housing than the proposed plan. Under the all-residential scenarios, 192 office jobs would not be located at the site. If there is any demand for commercial space in the area, it would not be met. With the mixed-use scenarios, 70% more housing would be provided but 50% fewer jobs would be located at the site. With 261 units, the

average unit would be smaller than those proposed under the preferred plan, and therefore less expensive. However, initial construction costs would remain the same and the price per square foot would be higher than under the proposed plan. The 261-unit scenario has been rejected by the sponsor because he believes the market for studio units is uncertain and because of the greater return expected by the sponsor from office rentals. The scenario with 131 units has been rejected because the sponsor believes that it would be less profitable than the proposed plan. The mixed-use scenario has not been rejected by the sponsor."

An additional row of figures has been added to the bottom of Table 16 ('Transportation Impacts of Alternative E') on page 116 of the EIR, and is shown on the following page.

The purpose of these changes to the all-residential alternative is to provide an alternative which would increase the amount of housing while maintaining the financial return the sponsor expects from commercial use.

TABLE 16
TRANSPORTATION IMPACTS OF ALTERNATIVE E

Scenario	Generator	Trip Rate	% Peak Hour	Total Daily Trips	Peak Hour Trips	Modal Split Auto ¹	Modal Split Daily Muni ²	Modal Split Peak Auto ³	Modal Split Hour Muni ⁴
Project	93 units 48,000 sf office	7/du 17.5/ 1000 sf	17.5 20.0	650 840	114 168	260 336	325 420	46 59	65 84
Total				1490	282	596	745	105	149
RC-3	131 units	6.5/du ⁵	17.5	852	149	341	426	60	85
Maximum Development, PUD Conditional Use	261 units	5/du ⁵	17.5	1305	228	522	653	91	131
Mixed Use, PUD Conditional Use	158 units 24,000 sf commercial	6/du ⁵ 30/ 1000 sf	17.5 20.0	948 720	166 144	379 288	474 360	66 50	95 72
Total				1668	310	667	834	116	167

Notes:

1. Assumes 40% auto drivers, 10% auto passengers
2. Assumes 50% Muni passengers
3. Assumes 17.5% of daily auto trips occur in the peak hour
4. Assumes 20% of daily Muni trips occur in the peak hour.
5. Lower generation rates are due to the smaller average unit size. Smaller units have fewer occupants and therefore generate fewer trips per day.

Source: PRC Voorhees, Traffic Engineers

IX. EIR AUTHORS AND PERSONS CONSULTED

EIR Author

San Francisco Department
of City Planning
450 McAllister Street, 5th Floor
San Francisco, CA 94102
Assistant Environmental Review Officer
Barbara Sahm
EIR Coordinator:
Sally Maxwell

EIR Authors and Consultants

Planning Analysis & Development
530 Chestnut Street
San Francisco, CA 94133
Gloria Root, Principal-in-Charge
Elizabeth Tyler, Associate Planner

Archeo-Tec, Inc.
114 Wilding Lane
Oakland, CA 94618
Allen Pastron, President
Jack Prichett

Backen, Arrigoni & Ross
10 Nottingham Place
San Francisco, CA 94133
Bruce Ross
Richard Beard
Pierre Zetterberg
Debi Chung

The Deane Organization
319 Diablo Road, Suite 202
Danville, CA 94526
Robert O. Deane, President
Anthony C. Hurt, Vice-President

Flack and Flack, Real Estate Appraisers
364 Bush Street
San Francisco, CA 94104
James Flack

Francisco Place Venture
530 Chestnut
San Francisco, CA 94133
Dai Williams, M.L.A.

Glumac and Associates, Inc., Engineers
Four Embarcadero Center, Suite 1570
San Francisco, CA 94111
Dart Rinefort, M.E. 18289
Rick Thomas, P.E. 9466
Yosi Silberfeld
Norman Hum

GFDS Engineers
1620 Montgomery Street
San Francisco, CA 94111
Russell Fudge, S.E. 1692

Don Hillebrandt Associates
604 Mission Street, Suite 901
San Francisco, CA 94105
Donald H. Hillebrandt, License #C.E. 16338
Gary C. Carpenter, License #C.E. 29016

Rolf Jensen & Associates, Inc.
681 Market Street, Suite 741
San Francisco, CA 94105
Raymond Grill

Peter Kaldveer and Associates, Inc.
Portobello Office Center
Eleven Embarcadero West
Oakland, CA 94607
Peter Kaldveer
Ronald L. Bajuniemi

KCA Engineers, Inc.

111 New Montgomery Street
San Francisco, CA 94105

Danny A. Paavola, Chief of Survey
William E. Chapman, C.E. 14785
David Lee

Paoletti/Lewitz/Associates

Acoustical Consultants
40 Gold Street
San Francisco, CA 94133

Dennis Paoletti, AIA
License #C9668[
Joel Lewitz, P.E.
(electrical) 9636

C.M. Peletz Co.

1415 Rollins Road
P.O. Box 4268

Burlingame, CA 94010

Contractors License #176613
Doug Curtis, Chief Estimator

Swinerton & Walberg Company

100 Pine Street
San Francisco, CA 94111
Gano Rogers

Alan M. Voorhees & Associates, Inc.

1240 Shattuck Avenue
Berkeley, CA 94704

Georges Jacquemart, Traffic Engineer
License #1108
Gerard Walters

Public Agencies Consulted

San Francisco Department of
City Planning
450 McAllister Street, 5th Floor
San Francisco, CA 94102

Gail Bloom
Jeremy Kotas
Richard Hedman
Joan Carson
Alan Lubliner

Assessor's Office

Real Property Evaluation Division
City Hall

San Francisco, CA 94102

J. Stanisch
Senior Real Property Appraiser

California Housing Finance Agency

2351 Powell Street
San Francisco, CA 94133
Diane O'Flynn

MUNI, Planning and Research Division

949 Presidio Avenue
San Francisco, CA. 94115
Susasn Chelone

MUNI, Scheduling and Traffic Division

949 Presidio Avenue
San Francisco, CA 94115
Charles Romeyn, Supervisor
Barbara Brown

San Francisco Department of Public
Works

City Hall, Room 351
San Francisco, CA 94102
Jeffrey Lee, Director
Frank H. Moss, Jr., Deputy Director
Engineering and City Engineer

San Francisco Department of Public Works
Traffic Engineering Division
460 McAllister Street
San Francisco, CA 94102
Scott Shoaf, Traffic Engineer
License #TR000938

San Francisco Fire Department
260 Golden Gate Avenue
San Francisco, CA 94102
Joseph A. Sullivan, Support Services
Chief

San Francisco Police Department,
Planning & Research Division
850 Bryant Street
San Francisco, CA 94103
Sgt. Paul Libert, Crime Analyst
Sgt. James Farrell
Hal Waterman

San Francisco Clean Water Program
150 Hayes Street
San Francisco, CA 94102
Blaise Cullan, Project Manager
Northeast Corridor Projects

San Francisco Water Department
425 Mason Street
San Francisco, CA 94129
Ray Quan, Resources & Planning
Division
George Wakagiki, City Distribution
Division
Ken Wong, Associate Engineer

United States Department of Housing
and Urban Development
450 Golden Gate Avenue
San Francisco, CA 94102
Michael Flo

X. DISTRIBUTION LIST

San Francisco Agencies

San Francisco City Planning
Commission

100 Larkin Street

San Francisco, CA 94102

City Planning Commissioners
Toby Rosenblatt, President

Roger Boas

Susan J. Bierman

Jerome H. Klein

Dr. Yoshio Nakashima

C. Mackey Salazar

Richard Sklar

Norman Karasick, Alternate

Eugene Kelleher, Alternate

Landmarks Preservation Advisory Board

100 Larkin Street

San Francisco, CA 94102

Attn: Jonathan Malone, Secretary

Patrick McGrew, President

Philip P. Choy

Elizabeth de Losada

David M. Harley

Carolyn Klemeyer

Jean E. Kortum

John Ritchie

Ann Sabinians

Walter Sontheimer

Assessor's Office Real Property

Evaluation Division

City Hall

San Francisco, CA

J. Stanisch,

Senior Real Property Appraiser

Bureau of Building Inspection

450 McAllister Street

San Francisco, CA 94102

Robert C. Levy, Superintendent

Bureau of Engineering

Mechanical Section

45 Hyde Street, Room 22

San Francisco, CA 94102

Ray Danehy

Mayor's Economic Development
Council

480 McAllister Street

San Francisco, CA 94102

Attn: Richard Goblirsch

San Francisco Clean Water Program

150 Hayes Street

San Francisco, CA 94102

Jack Sloane, Project Manager

Northeast Corridor Projects

San Francisco Committee for Utility

Liaison on Construction

and Other Projects

c/o GES-Utility Liaison

City Hall, Room 363

San Francisco, CA 94102

Attn: Herman Beneke

San Francisco Department
of Public Works

Traffic Engineering Division

460 McAllister Street

San Francisco, CA 94102

Scott Shoaf, Traffic Engineer

License #TR000938

San Francisco Fire Department

260 Golden Gate Avenue

San Francisco, CA

Joseph Sullivan, Chief,

Division of Planning and Research

San Francisco Municipal Railway,
Planning Division

949 Presidio Avenue, #204

San Francisco, CA 94115

San Francisco Municipal Railway,
Planning Division
949 Presidio Avenue, #204
San Francisco, CA 94115

San Francisco Police Department
850 Bryant Street
San Francisco, CA 94103

Att: Cornelius Murphy, Chief
Sgt. Paul Libert, Crime Analyst

San Francisco Public Utilities Commission
City Hall, Room 287
San Francisco, CA 94102
Attn: Richard Sklar

San Francisco Public Utilities Commission
Bureau of Energy Conservation
949 Presidio Avenue, Room 111
San Francisco, CA 94115
Attn: Flint Nelson, Director

San Francisco Real Estate Dept.
450 McAllister Street, Room 600
San Francisco, CA 94102
Attn: Wallace Wortman,
Director of Property

San Francisco Water Department
Distribution Division
425 Mason Street
San Francisco, CA
Attn: John Kenck

Regional Public Agencies

Association of Bay Area Governments
Hotel Claremont
Berkeley, CA 94705

Bay Area Air Quality
Management District
939 Ellis Street
San Francisco, CA 94109
Attn: Irwin Mussen

California Archaeological Site Survey
Regional Office
Cabrillo College
600 Soquel Drive
Aptos, CA 94003

Groups

AIA San Francisco Chapter
790 Market Street
San Francisco, CA 94102

Bank of America
2255-57 Mason Street
San Francisco, CA 94133

Bay Area Council
348 World Trade Center
San Francisco, CA 94111

The Charles Campbell Gallery
647 Chestnut Street
San Francisco, CA 94133
Attn: Charles Campbell

Chinatown Neighborhood
Improvement Center
615 Grant Avenue
San Francisco, CA 94133
Attn: Gordon Chin,
Executive Director

Chinese Community Housing Corporation
523 Grant Avenue
San Francisco, CA 94108
Attn: Fei Tsen

District 11 Residents Association
1279 23rd Avenue
San Francisco, CA 94122
Attn: Barry Pearl

El Tapatio Restaurant
475 Francisco Street
San Francisco, CA 94133
Attn: Dennis Sanchez

Environmental Impact Planning
319 Eleventh Street
San Francisco, CA 94103

Environmental Science Associates
1291 E. Hillsdale Boulevard
Foster City, CA 94404

The Francisco Cafe
2161 Powell Street
San Francisco, CA 94133

Friends of the Earth
1045 Sansome Street, #404
San Francisco, CA 94111
Attn: Connie Parrish

The Foundation for San Francisco's
Architectural Heritage
2007 Franklin Street
San Francisco, CA 94109
Attn: H. Grant Dehart,
Executive Director

Glumac and Associates, Inc.
Four Embarcadero Center, Suite 1570
San Francisco, CA 94111
Attn: Norman Hum

Great Blue Heron
50 Water Street
San Francisco, CA 94133

Gruen, Gruen & Associates
564 Howard Street
San Francisco, CA 94105

League of Women Voters
12 Geary Street, Room 605
San Francisco, CA 94108

New San Remo
2237 Mason Street
San Francisco, CA 94133
Attn: Frank Romaguero

Northpoint Theatre
2290 Powell Street
San Francisco, CA 94133

The Pace-Price Gallery
2159 Powell Street
Attn: Gary Pace

Charles Hall Page and Associates
364 Bush Street
San Francisco, CA 94104

Paoletti/Lewitz/Associates
40 Gold Street
San Francisco, CA 94133
Attn: Joel Lewitz

Perini Corporation
460 Davis Ct.
San Francisco, CA 94111

Safeway
690 Chestnut Street
San Francisco, CA 94133
Attn: Robert Kypta, Manager

San Francisco Beautiful
41 Sutter Street
San Francisco, CA 94104
Attn: Mrs. H. Klussman,
President

San Francisco Building and
Construction Trades Council
400 Alabama Street, Room 100
San Francisco, CA 94110
Attn: Stanley Smith

San Francisco Chamber of Commerce
465 California Street
San Francisco, CA 94105

San Francisco Ecology Center
13 Columbus Avenue
San Francisco, CA 94111

San Francisco Labor Council
3068 Sixteenth Street
San Francisco, CA 94103
Attn: Bernard Speckman

San Francisco Planning &
Urban Research Association
312 Sutter Street
San Francisco, CA 94108

San Francisco Tomorrow
728 Montgomery Street, Room 34
San Francisco, CA 94111

John Sanger & Associates
2340 Market Street
San Francisco, CA 94114

A. Selli Plumbing Contractors
2054 Powell Street
San Francisco, CA 94133

Sierra Club
530 Bush Street
San Francisco, CA 94105

The Studio Camera Repair
2143A Powell Street
San Francisco, CA 94133

Telegraph Hill Dwellers
1308 Montgomery Street
San Francisco, CA 94133
Attn: Jerry Petruzzelli

Telegraph Hill Neighborhood Association
660 Lombard Street
San Francisco, CA 94133
Attn: James Agostino

Media

San Francisco Bay Guardian
27000 Nineteenth Street
San Francisco, CA 94110
Attn: Patrick Douglas,
City Editor

San Francisco Chronicle
925 Mission Street
San Francisco, CA 94103
Attn: Marshall Kilduff

San Francisco Examiner
110-5th Street
San Francisco, CA 94103
Attn: Gerald Adams

San Francisco Progress
851 Howard Street
San Francisco, CA 94103
Attn: Mike Mewhinney

The Sun Reporter
1366 Turk Street
San Francisco, CA 94115

Individuals

Tim Alcox
Sandy & Babcock, Architects
1349 Larkin Street
San Francisco, CA 94100

Joseph Alioto
2119-25 Powell Street
San Francisco, CA 94133

Joseph Baker
566 A Chestnut Street
San Francisco, CA 94133

Lucrezio Balistrieri
2154 Mason Street
San Francisco, CA 94133

Antonina Ballestrieri
2216-18 Mason Street
San Francisco, CA 94133

Ben and Jean Bullock
153 Pfeiffer Street
San Francisco, CA 94133

Thomas Cara
567 Lombard Street
San Francisco, CA 94133

Mary Casali
2130 Mason Street
San Francisco, CA 94133

Joseph Coriz
2853 22nd Street
San Francisco, CA 94770

Giuseppina Corona
2130 Mason Street
San Francisco, CA 94133

Stella D'Altosa
592 Chestnut Street
San Francisco, CA 94133

Nick and Joseph Damato
2132 Mason Street
San Francisco, CA 94133

Onofrio Damato
566-68 Chestnut Street
San Francisco, CA 94133

Francesca DiFranco
572-70 Chestnut Street
San Francisco, CA 94133

Henry Exter
2145 Powell Street
San Francisco, CA 94133

Jack Early
134 Pfeiffer Street
San Francisco, CA 94133

John Elberling
177 Jessie Street
San Francisco, CA 94105

Mario Evola
586 Chestnut Street
San Francisco, CA 94133

Denny Evola
408 Francisco
San Francisco, CA 94133

Frances Farraggia
594 Chestnut Street
San Francisco, CA 94133

Jennifer Furguson
457 Chestnut Street
San Francisco, CA 94133

Charles Gaylord
2145 Powell Street
San Francisco, CA 94133

Jeffrey Germaine
2141 Powell Street
San Francisco, CA 94133

Charles Gill
315 Ivy Street
San Francisco, CA 94102

Gary A. Goss
434 Duncan Street
San Francisco, CA 94131

Emma Guiffre
475 Francisco Street
San Francisco, CA 94133

Anne Halstead
1308 Montgomery Street
San Francisco, CA 94133

Hope Halikas
501 Bay Street
San Francisco, CA 94133

Sue Hestor
4536-20th Street
San Francisco, CA 94114

Mr. and Mrs. Robert Katz
2 Whiting Place
San Francisco, CA 94133

Barbara Kambisos
484 Francisco Street
San Francisco, CA 94133

Katherine Koelsch
664 B Greenwich Street
San Francisco, CA 94133

John Keker
372 Francisco Street
San Francisco, CA 94133

Herb Kosovitz
340 Chestnut Street
San Francisco, CA 94133

Mr. Jen Lam
2222 Mason Street
San Francisco, CA 94133

Anthony Lau
535 Chestnut Street
San Francisco, CA 94133

Chris Lavdiotis
1919 28th Avenue
San Francisco, CA 94116

George Wong Lem
2101 Powell Street
San Francisco, CA 94133

Ronnie Lim
541 Chestnut Street
San Francisco, CA 94133

Josephine Lucchesi
1944 Powell Street
San Francisco, CA 94133

Alan Lubliner
1919 Grant Avenue
San Francisco, CA 94133

Frank and Marie LaRocca
410 Francisco Street
San Francisco, CA 94133

Hong Mah
520 Chestnut Street
San Francisco, CA 94133

Chris Martin
2801 Leavenworth
San Francisco, CA 94133

Jeanne Milligan
486 Union Street
San Francisco, CA 94133

David Myrick
263 Filbert Street
San Francisco, CA 94133

Nick Oren
2230 Mason Street
San Francisco, CA 94133

Gerald Owyang
1517 Reed Avenue, #2
San Diego, CA 94118

Janice Passante
483 F Francisco Street
San Francisco, CA 94133

Michael Pedroni
144 Pfeiffer Street
San Francisco, CA 94133

Mrs. G. Bland Platt
339 Walnut Street
San Francisco, CA 94133

Courtney Price
2155 Powell Street
San Francisco, CA 94133

George Rescalvo
250 Beacon Street
San Francisco, CA 94131

Judith Robinson
5623 Lombard Street
San Francisco, CA 94133

Nan Roth
2017 Grant Avenue, #2
San Francisco, CA 94133

Richard Rothman
985 14th Street
San Francisco, CA 94114

Attilo Selli
2135 Powell Street
San Francisco, CA 94133

Lucille Shapiro
483 Francisco Street
San Francisco, CA 94133

Mr. and Mrs. Jame Silvestri
2218 Mason Street
San Francisco, CA 94133

Daniel Solomon & Associates
84 Vandewater Street
San Francisco, CA 94133

Rose Spinalli
2113-17 Powell Street
San Francisco, CA 94133

Rose Tarantino
160 Country Club Drive
San Francisco, CA 94132

Timothy Tosta
333 Market
San Francisco, CA 94105

Brigita Vasquez
4427 19th Street
San Francisco, CA 94114

Peter VanDine, Architect
405 Francisco Street
San Francisco, CA 94133

Choy and Thomas Wong
860A Lombard Street
San Francisco, CA 94133

Janice Wood
155 B Pfeiffer Street
San Francisco, CA 94133

Libraries

Environmental Protection
Agency Library
215 Fremont Street
San Francisco, CA 94105
Attn: Jean Circiello

Government Documents Section
Stanford University
Stanford, CA 94305

Government Publications Department
San Francisco State University
1630 Holloway Avenue
San Francisco, CA 94132

Hastings College of the Law Library
198 McAllister Street
San Francisco, CA 94102

Institute of Governmental Studies
1209 Moses Hall
University of California
Berkeley, CA 94720

Documents Department
San Francisco Main Library
200 Larkin Street
San Francisco, CA 94102
Attn: Faith Liere

San Francisco Public Library
North Beach Branch
2000 Mason Street
San Francisco, CA 94129

● XI. CERTIFICATION RESOLUTION

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 9473

WHEREAS, A draft environmental impact report, dated February 19, 1982, has been prepared by the Department of City Planning in connection with EE80.248 Francisco Place Office/Condominiums, with about 52,000 gross square feet of office space, 93 condominium units and 191 parking spaces on the property described as follows:

530 Chestnut Street, north side between Mason & Powell, Chestnut & Francisco Streets, Lots 10, 18, 19 & 20 Assessor's Block 52; and

WHEREAS, The Department duly filed a notice of completion of the draft report with the Secretary of the California Resources Agency, gave other notice and requested comments as required by law, made the report available to the general public and satisfied other procedural requirements; and

WHEREAS, The City Planning Commission held a duly advertised public hearing on said draft environmental impact report on March 25, 1982, at which opportunity was given for public participation and comments; and

WHEREAS, A final environmental impact report, dated August 5, 1982, has been prepared by the Department, based upon the draft environmental impact report, any consultations and comments received during the review process, any additional information that became available, and a response to any comments that raised significant points concerning effects on the environment, all as required by law; and

WHEREAS, On August 5, 1982, the Commission reviewed the final environmental impact report, and found that the contents of said report and the procedures through which it was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources, and San Francisco requirements;

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby find that the Final Environmental Impact Report, dated August 5, 1982 concerning EE80.248 Francisco Place Office/Condominium is adequate, accurate and objective, and does hereby CERTIFY THE COMPLETION of said Report in compliance with the California Environmental Quality Act and the State Guidelines:

AND BE IT FURTHER RESOLVED, That the Commission in certifying the completion of said Report does hereby find that the project as proposed will not have a significant effect on the environment.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of August 5, 1982.

Lee Woods, Jr.
Secretary

AYES: Bierman, Donovan, Kelleher, Klein, Nakashima, Rosenblatt

NOES: None

ABSENT: Salazar

PASSED: August 5, 1982.

XII. APPENDICES

List of Appendices	Page
Appendix A Details of Existing Use.....	177
Appendix B Transportation Assumptions and Methodologies.....	182
Appendix C 1976 Architectural Inventory.....	194
Appendix D Shadow Diagrams.....	198
Appendix E Initial Study.....	202

Appendix A: Details of Existing Use

Figures A-1 through A-7 (pp. 187-190) are plans, sections and elevations of Bauer-Schweitzer's physical plant. Figure A-1 (p. 187) is the north elevation of the towers, the buildings the sponsor proposes to reuse. Figure A-2 (p. 187) is the south elevation with the towers in the background, silos in the mid-range and Chestnut Street facade in the foreground. This drawing does not accurately represent the appearance of the Chestnut facade. Either it was never built that way or it was altered in the past. The reader is referred to Figure 23 (p. 34) for a photographic view of the existing facade.

Figure A-3 (p. 188) is the east elevation showing four silos cutaway to reveal low rise buildings which contain the drum rooms. The east facade of the Chestnut Street building is also shown. Figure A-4 (p. 188) is the west elevation showing the towers, silos and Chestnut Street building. Referring to the site plan (Figure A-5, p. 189), the reader will note the various parts of the mill. In the west tower are drying operations and a kiln room; in the east tower malt bins and the sacking floor; at the center of the site are eight steel¹ silos used for storing malt, and the drum room; along Chestnut are two separate buildings, the east one used for offices and warehousing and the west one originally used for boiler and engine rooms, but now containing a machine shop. Figures A-6 and A-7 (p. 190) are sections through the mill.



NORTH ELEVATION

Figure A-1
NORTH ELEVATION OF BAUER-SCHWEITZER TOWERS
Source: Bauer Schweitzer Malt Company

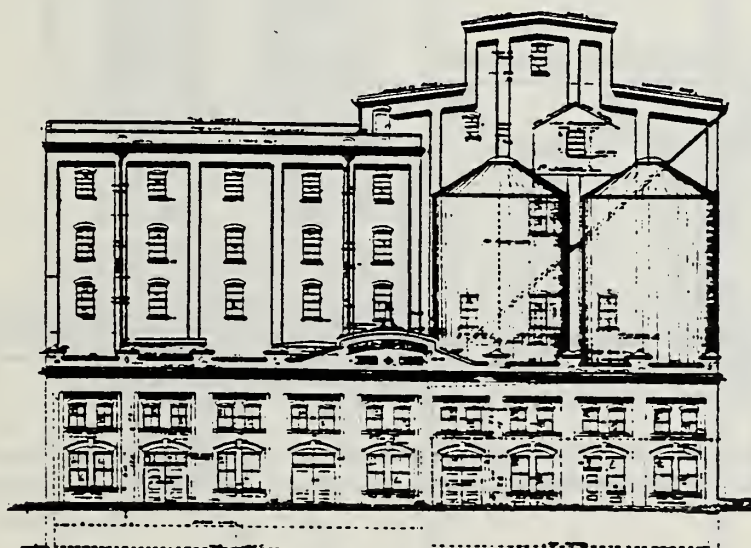
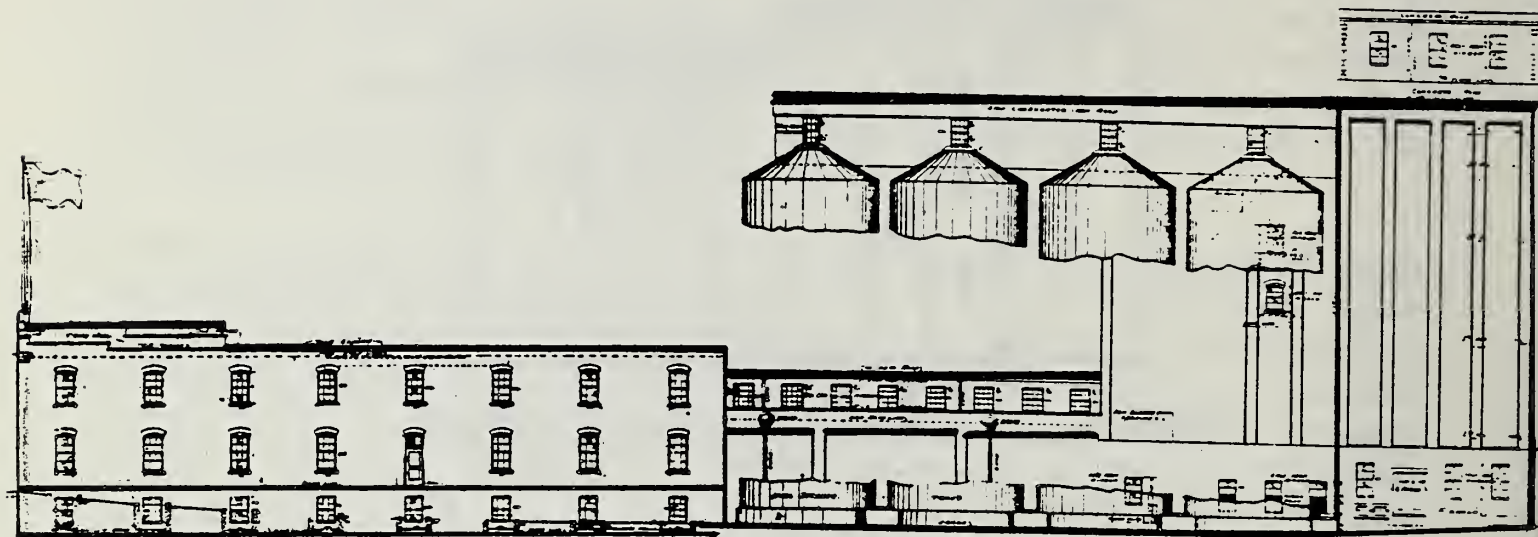
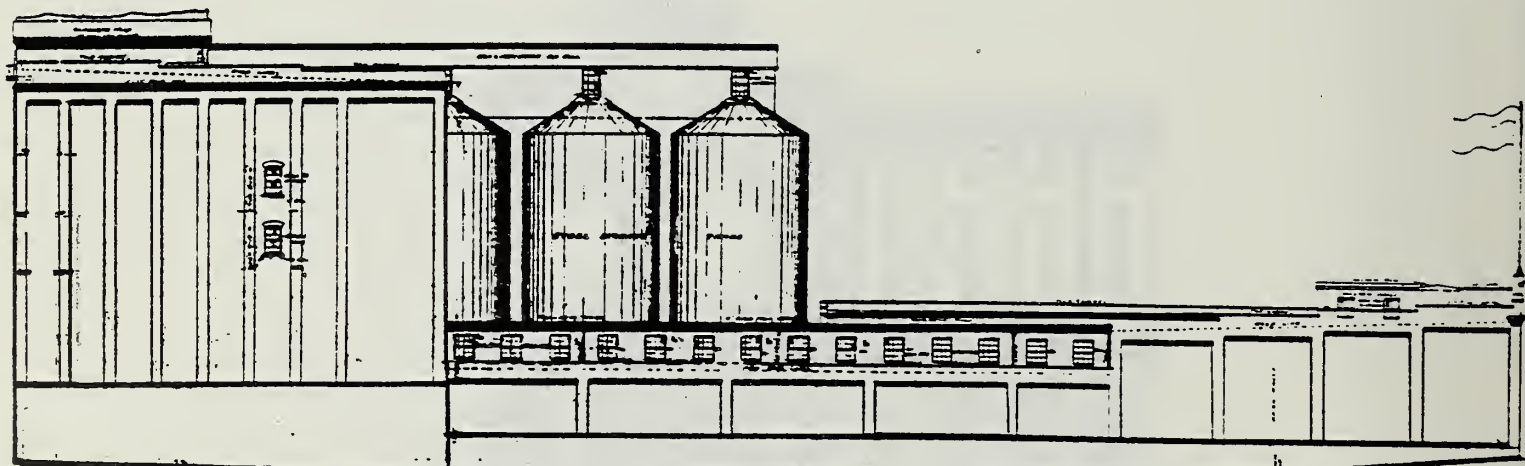


Figure A-2
SOUTH ELEVATION OF BAUER-SCHWEITZER PLANT
Source: Bauer Schweitzer Malt Company



EAST ELEVATION

Figure A-3
EAST ELEVATION OF BAUER-SCHWEITZER PLANT
Source: Bauer Schweitzer Malt Company



WEST ELEVATION

Figure A-4
WEST ELEVATION OF BAUER-SCHWEITZER PLANT
Source: Bauer Schweitzer Malt Company

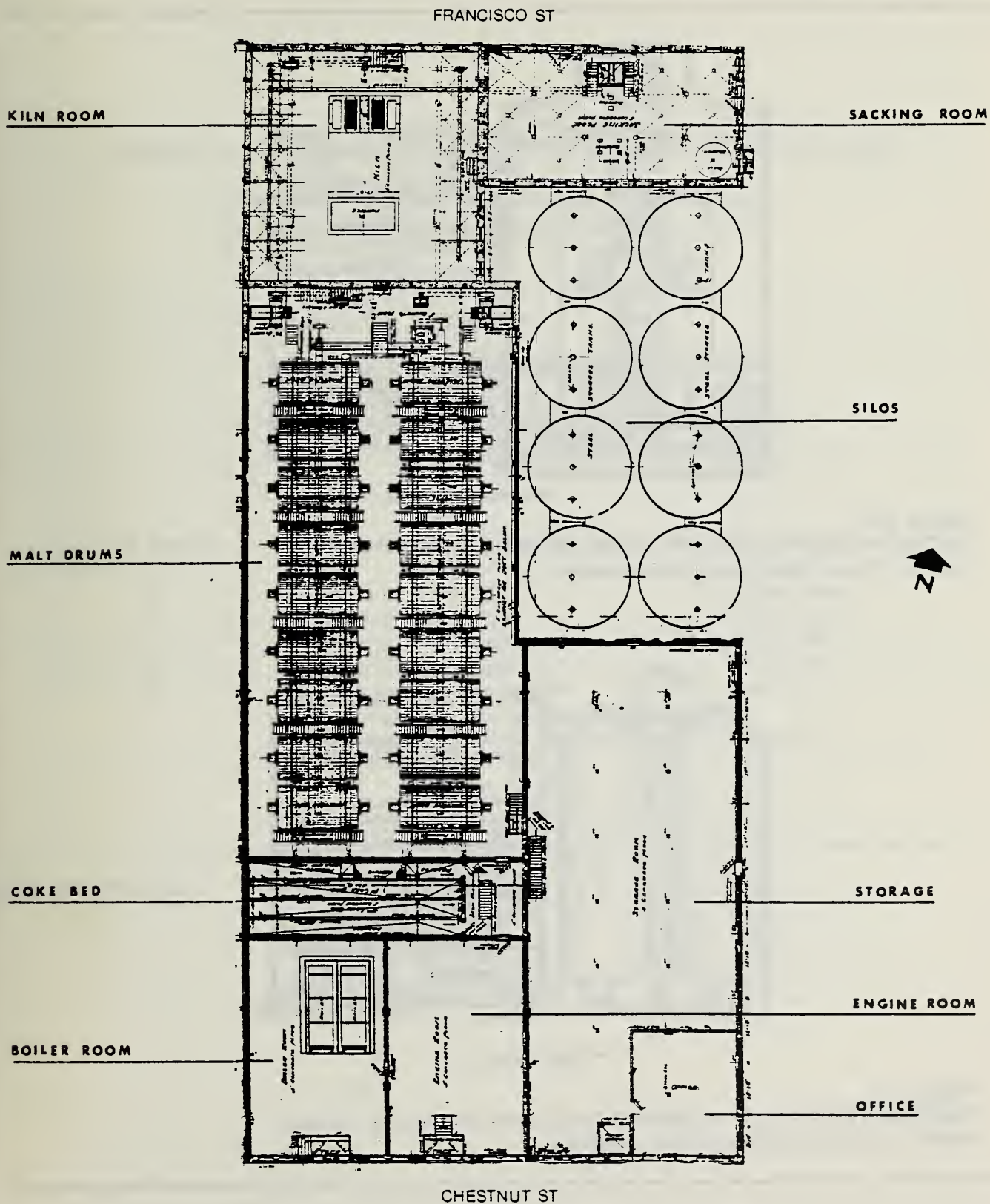
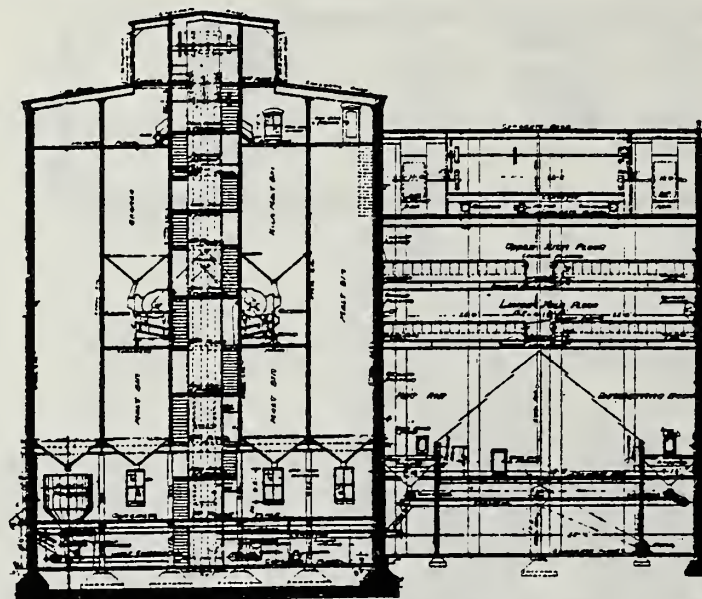
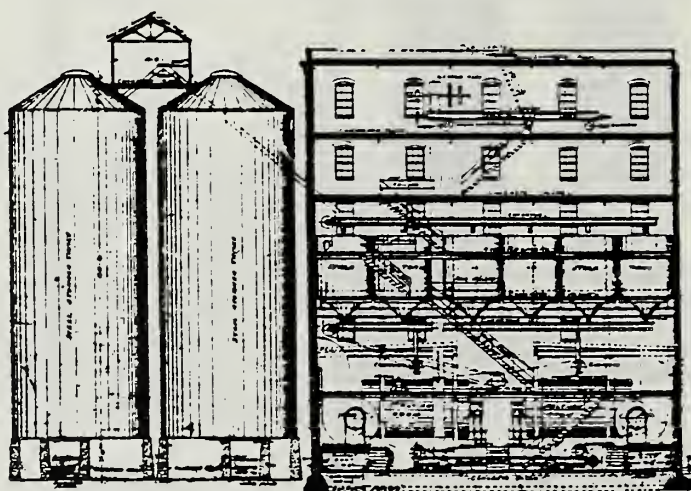


Figure A-5
 BAUER-SCHWEITZER SITE PLAN
 Source: Bauer Schweitzer Malt Company



CROSS SECTION — ELEVATOR WORKING HOIST
— KILN ROOM —

Figure A-6
SECTION THROUGH THE WORKING HOUSE AND KILN ROOM
Source: Bauer Schweitzer Malt Company



CROSS SECTION — MACHINERY HALL
— STEEL STORAGE TANKS —

Figure A-7
SECTION THROUGH MACHINERY HALL AND STORAGE TANKS
Source: Bauer Schweitzer Malt Company

APPENDIX B: TRANSPORTATION ASSUMPTIONS AND METHODOLOGIES

Source: PRC Voorhees, Francisco Place Project:
Report on Transportation Impacts, September 4, 1981

Table B-1

LEVEL OF SERVICE DEFINITIONS FOR UNSIGNALIZED INTERSECTIONS

Level of Service	Expected Traffic Delay	Reserve Capacity
A	Little or no delay	400 or more
B	Short traffic delays	300 to 399
C	Average traffic delays	200 to 299
D	Long traffic delays	100 to 199
E	Very long traffic delays	0 to 99
-	Failure - extreme congestion	Less than 0
F	Intersection blocked by external causes	Any value

SOURCE: PRC Voorhees

Table B-2
PEDESTRIAN LEVELS OF SERVICE

<u>Level of Service</u>	<u>Quality of Flow</u>	<u>Space per Person (Square feet)</u>	<u>Average Flow/Volumes (pedestrians/foot of sidewalk width/minute)</u>
A	Open or Unimpeded	130 or more	2 or less
B	Impeded	130-40	2-6
C	Constrained	40-24	6-10
D	Crowded	24-16	10-14
E	Congested	16-11	14-18
F	Jammed	11-2	variable up to 25

SOURCE: Pushkarev and Zupan, Urban Space for Pedestrians, A Report of the Regional Plan Association, 1975, p. 94.

Traffic Impact Methodologies: Because the intersections in the immediate vicinity of the proposed project are controlled by stop signs (two-way or four-way stop signs), methodologies specifically designed for these types of intersections were used to assess traffic conditions with and without the proposed project. One methodology is presented in the Transportation Research Circular /1/ entitled Interim Materials on Highway Capacity in Part 3, Section 2; Unsignalized Intersections. The section on unsignalized intersections is on file at the Office of Environmental Review, 45 Hyde Street in San Francisco and can be reviewed at that office. The second methodology applies to four-way stops; it is presented in the original Highway Capacity Manual. /2/

Methodology for two-way stops: The methodology assesses traffic conditions for those intersection approaches that are controlled by a STOP or YIELD sign, because these are the critical approaches in terms of traffic impacts and delays. Traffic increases on the free flowing approaches - the major approaches - will primarily affect traffic conditions on the minor approaches by decreasing the gaps available to the minor street traffic, i.e. the traffic controlled by STOP or YIELD signs. The methodology for unsignalized intersections calculates the capacity or maximum flow of vehicles for each minor approach movement on the basis of physical conditions (grades, lane configuration), of traffic controls (Stop or yield control) and of the other traffic movements that are in conflict with the particular minor movement. By comparing these values to the actual demand for each movement, a reserve capacity can be calculated determining probable delays and levels of service. Table B-3 shows the relationship between the reserve capacity, the level of service and the resulting delays for each minor approach movement.

The reserve capacity is the difference between the existing or projected traffic movement and the maximum capacity for that movement. It takes into consideration the volume of vehicles for that particular movement and the volumes in the opposing or conflicting movements and the resulting traffic gaps.

Table B-3
LEVEL OF SERVICE AND EXPECTED DELAY FOR RESERVE CAPACITY RANGES

<u>Reserve Capacity</u>	<u>Level of Service</u>	<u>Expected Traffic Delay</u>
400 or more	A	Little or no delay
300 to 399	B	Short traffic delays
200 to 299	C	Average traffic delays
100 to 199	D	Long traffic delays
0 to 99	E	Very long traffic delays
Less than 0		Failure-extreme congestion
Any Value	F	Intersection blocked by external causes

/1/ Transportation Research Board, National Academy of Sciences, Washington D.C., Number 212, January 1980.

/2/ Highway Research Board, National Academy of Sciences, Highway Capacity Manual (Special Report 87), 1965.

No numerical values are indicated for the traffic delays. The application of this methodology to a stop-controlled intersection in the Bay Area and the observation of traffic delays indicated that at a stop-controlled approach calculated to operate at level of service E during the peak hour, about one third of the vehicles had to wait for more than 20 seconds and that the average delay for this "delayed" traffic was 43 seconds. The other two-thirds of this movement had to wait less than 20 seconds to find a gap in the major flow. In addition to the level of service and delays, the number of vehicles subject to those conditions during the peak hour has to be taken into consideration

The above traffic level of service descriptions are similar to the levels of service used for freeways or for signalized intersections in the sense that they range from A to F with A representing the best conditions (i.e. free flowing, able to pass through a signalized intersection during the first cycle or subject to no delays) and F representing the worst conditions (i.e. blocked traffic having to wait for several signal cycles).

Methodology for four-way stops: Intersections controlled by four-way stop signs were evaluated on the basis of three factors: the total traffic volume passing through the intersection, the proportion of traffic arriving on each approach, and the number of lanes on each approach to the intersection. The table below gives the intersection capacity (total number vehicles which can pass through the intersection in one hour) for an intersection with four one-lane approaches: /1/

<u>Traffic Volume Split</u> <u>Major Road % Minor Road %</u>	<u>Total Capacity</u> <u>(Vehicles per Hour)</u>
50/50	1900
55/45	1800
60/40	1700
65/35	1600
70/30	1550

To specify levels of service, the following correlation to traffic volume and total intersection capacity were selected:

<u>Volume/Capacity</u>	<u>Level of Service</u>
0.0-0.6	A
0.6-0.7	B
0.7-0.8	C
0.8-0.9	D
0.9-1.0	E
greater than 1.0	F

/1/ Ibid.

Adjustments for Pedestrian Volumes: Because of the high volumes of pedestrian traffic found in the project area, and their observed impacts on vehicular flows at the adjacent intersections, a methodology was developed for this study which adjusts intersection capacities (and levels of service) to account for pedestrian traffic. The adjustment incorporated the following pedestrian flow factors:

Platoon Formation - research has found that under normal flow conditions, involuntary groupings of pedestrians (platoons) form which result in an actual flow rate which is about 1.3 times as high as the average flow rate. /1/

"Choice" Group Formation - in addition to involuntary platoon formation, people walking together by choice also tend to concentrate pedestrian traffic streams and increase flow rates; due to the nature of the pedestrian generators in the area (school, community center, playground), this choice grouping factor was estimated to be at least 1.5 persons per group.

Street Crossing Time - it was estimated to take about six seconds for each pedestrian, pedestrian group or platoon to cross the street. /2/

Using these factors, it was determined, for example, that pedestrian flow of 100 people using a crosswalk in a ten-minute period, would use 51% of the capacity of the street they were crossing:

$$\begin{aligned}\text{Percent of Time (Capacity) Used} &= \\ &= \text{Number of Crossings} \times \text{Time per Crossing} / \text{Total Time} \\ &= (100 \div 1.3 \div 1.5) \times (6 \text{ sec.}) / 600 \text{ sec.} \\ &= 51\%\end{aligned}$$

Vehicles passing through an intersection would have to cross two crosswalks and it was assumed that the available time in which they could do so would be determined by the amount of time available for them to cross the higher volume crosswalk and that some interference would also be encountered at the lower-volume walk. As a result, vehicles crossing two crosswalks where pedestrians used 50% and 30% of the street capacity, respectively, would find about 60% ($50\% + 1/3 \times 30\%$) of the total capacity of the intersection unavailable due to crossing pedestrians.

For each traffic movement, the total capacity discount due to crossing pedestrians was used to reduce the total capacity for that movement that was obtained from one of the two stop-sign evaluation techniques described above. The results agreed with observed conditions at the study-area intersections during periods of peak pedestrian flow.

/1/ Pushkarev and Zupan, Urban Space for Pedestrians, Report to the Regional Plan Association, 1975, p. 94-95.

/2/ CalTrans standards for signal "walk" phase lengths are based on street crossing speeds of four feet per second.

Traffic Generation and Distribution for Proposed Project: The following trip generation rates have been assumed for the proposed project:

Average daily trips: /1/	7 person trips/dwelling unit. 17.5 person trips/1000 square feet office space
Peak-hour/daily trips: /1/	17.5% for residential 20% for office
Mode Usage:	40% auto drivers 5-10% auto passengers 45-50% MUNI riders about 5% other

In conjunction with these trip rates, several worst-case assumptions were applied. It was assumed that 80% of the office-generated traffic would leave the site in the PM peak hour and 75% of the residential traffic would be returning to the site. In addition, it was assumed that there would be no one who both lived in the Francisco Place residential units and worked in the Francisco Place offices. Also as a worst-case, no discount was taken for traffic generated by existing uses on the Francisco site. The net changes in area traffic between existing conditions and the with Francisco levels would actually be less than the amount of traffic generated by Francisco. Although Francisco Place would generate about 600 daily vehicle trips, current generation of the site (about 40 average daily trips) would be eliminated, for a net increase of 560 trips. Similarly, the 110 peak-hour vehicle trips generated by the proposed project would represent an increase of about 100 over current traffic generated by the site.

No specific information is available to help predict how the additional traffic would be distributed over the surrounding street network. Considering the major directions of travel from the site and the associated destinations and travel route options, there is uncertainty of + 30% in the traffic distribtuion. To represent a worst-case traffic

situation, a total of 130% of the generated traffic has been distributed over the adjacent road network. By assigning 30% more traffic than is generated by the proposed project, the traffic impact assessment will be on the conservative side, overestimating the average impacts.

Traffic Impact Evaluation: Traffic conditions were calculated for the year 1983, when the proposed project is expected to be completed and occupied. As historic traffic

/1/ Sources: S.F. Department of City Planning, Guidelines for Environmental Evaluation, Transportation Impacts, October, 1980; and Ed Green, Department of City Planning, phone conversation, June 5, 1980.

counts in the vicinity of the project are insufficient to project general growth into the future, an assumed annual growth rate of 1% was used, implying an increase of 3% in area traffic by 1983. The peak-hour traffic which would be generated by the proposed project was added to the estimated 1983 volumes to determine future traffic conditions. The methodologies described above have been used as for the assessment of existing traffic conditions at adjacent intersections and the evaluation of project impacts.

APPENDIX B-2: TRANSIT IMPACTS

Methodology: The project's impact on transit depends on the number of transit riders it would generate. Worst-case assumptions were used to estimate the number of added passengers.

The analysis of transit impacts focused on the average weekday PM peak hour (which occurs during the 4 to 6 PM period), when the number of transit passengers would be highest. The transit impact of the project was measured through the amount of the PM peak reserve capacity on the transit lines serving the project that the transit riders generated by the project would use.

Estimation of Added P.M. Peak Period Transit Riders: In order to estimate the number of additional PM peak period transit riders that the project would generate, the following assumptions were made:

1. It was assumed that up to 50% of the total PM peak-hour person trip ends generated by the project would be transit trips. This was based on findings that over 60 percent of the downtown employees living in San Francisco use MUNI for their home-to-work trips. However, trips to other destinations and trips for other purposes would have lower percentages using public transit. Therefore, the 50 percent figure is estimated to represent a maximum transit split.
2. It was esimated that the project would generate 1491 daily person trips and that about 282 of these would occur in the peak hour. Since the modal split between transit and automobile trips is estimated to be up to 50 percent each, the project would generate about 134 transit person trip ends in the PM peak hour.
3. It was further assumed that a maximum of 85% of the PM peak-hour transit trips would be oriented in the peak travel direction. /1/ Because of the project's location, it was also assumed that no more than 50% of the office-generated transit riders who would travel in the peak direction would be on any of the MUNI lines passing the site at the point of the line's maximum ridership. For example on the 30 Stockton, the PM peak load point occurs at Sutter and Stockton Streets on outbound runs. Individuals leaving the

/1/ Institute of Transportation Engineers, Handbook, page 166.

Francisco offices would travel either inbound (the off-peak direction) or outbound, in which case they would board the line at a point where its loads had already started to drop off. Only those travelling to Francisco in the PM peak hour and those who, for example, ride the 15 Third through downtown to the S.P. Depot would add to peak-hour, peak-direction ridership at the maximum load point of project-area lines.

Based on the above assumptions, an estimate of the additional PM peak period transit riders that the project would generate was derived as follows:

Additional PM peak-period, peak directional MUNI Riders Generated:

Total	=	136 MUNI trips in Peak Hour x 0.85
	=	116 trips
At Maximum	=	54 residential trips x 0.85
Load Points	+	80 office trips x 0.85 x 0.5
	=	80 trips

Project impacts on future Muni Load factors are shown in Table B-4 (p.145)

Future Growth and Cumulative Impacts: Commute ridership on MUNI will continue to increase in future years due to coincidental increases in downtown employment and in the number of residences in the City. The cumulative increases in peak-hour MUNI ridership have been projected on the basis of buildings which are approved and/or under construction downtown. /1/

These projections of increased peak trips between the new employment centers and residences in San Francisco rely on anticipated increases in the City's housing stock as well as increases in the average number of household members in the labor force. /2/ It is evident that adding to these forecasted commute trip levels because of residential growth represents, to some extent, a double counting of the increases. For this reason, the projected future MUNI ridership in the project area is likely to include some double counting. The actual with-project 1983 MUNI reserve capacity in the area is likely to be between 581 and 663.

APPENDIX B - 3: TRUCK TRIP GENERATION

Table B-5 (p.146) details truck trip generation and accumulation due to the proposed project.

/1/ S.F. Department of City Planning, "List of Projects Approved or Under Construction", Guidelines for Environmental Impact Evaluation, Transportation Impacts, October 1980.

/2/ San Francisco Municipal Railway, Five Year Plan, 1981-1986, Volume II, May 15, 1981, p.2-4.

**PROJECT IMPACTS ON FUTURE
MUNI LOAD FACTORS**

<u>Muni Line</u>	<u>1980 Capacity /1/ Ridership</u>	<u>Conditions w/o Francisco Place /1/ Comparison at 1983 Ridership With 1980 Capacity</u>		<u>Francisco Place Impacts</u>		
		<u>1983 Ridership</u>	<u>Reserve Cap</u>	<u>Load Factor</u>	<u>Trips Added</u>	
					<u>Resulting Reserve</u>	<u>Resulting Load Factor</u>
15	975	1108	-133	1.14	22	1.16
19	825	659	+166	0.80	14	0.82
30	1425	1336	+89	0.94	27	0.96
32	1050	520	+530	0.50	11	0.51
42	300	289	+11	0.96	6	0.98
		<u>3912</u>	<u>+663</u>		<u>80</u>	<u>+583</u>

/1/ San Francisco Department of City Planning, Guidelines for Environmental Evaluation -- Transportation Impacts, October 1980

SOURCE: PRC Voorhess

Table B - 5

FRANCISCO PLACE TRUCK TRIP GENERATION

	<u>Average Day /1/</u>	<u>Truck Visit Generation Rate /3/</u>	<u>Truck Visit Generation</u>			<u>Truck Accumulation</u>		
			<u>Daily</u>	<u>Average Hour /5/</u>	<u>Peak Hour /6/ Total Large Trucks</u>	<u>Avg./7/ Hour</u>	<u>Peak Hour /7/</u>	<u>Peak 15-min /8/ Total Large Trucks/9/</u>
Residential		3.0	2.8	0.3	0.5	0.3	0.3	0.3
Office		2.1	<u>12.6</u>	<u>1.4</u>	<u>1.8</u>	<u>0.4</u>	<u>0.9</u>	<u>0.5</u>
Total			15.4	1.7	2.3	0.7	1.2	0.8
<u>Peak Day /2/</u>								
Residential		3.4	3.2	0.4	0.6	0.4	0.3	0.4
Office		2.6	<u>15.6</u>	<u>1.7</u>	<u>2.2</u>	<u>0.4</u>	<u>1.1</u>	<u>0.6</u>
Total			18.8	2.1	2.8	0.8	1.4	1.0

SOURCE: PRC Voorhees

Table B-5 Notes

- /1/ Average day generation rate for each use is the maximum of the average rates for the use found in all of the studies referenced below.
- /2/ The peak day generation rate for each use is the maximum rate found in all of the individual surveys in the studies referenced below.
- /3/ Rates for residential are "per 100 DU", and rates for office are "per 10,000 square feet GLA."
- /4/ Daily visits equals generation rates multiplied by 93 DU or 60,000 square feet GLA.
- /5/ Average-hour equals daily visits divided by 9-hour delivery period per day.
- /6/ Peak-hour residential equals average-hour residential times 165% (Ref.a)(p. 131). Peak-hour office equals average-hour office times 125%. (Maximum from Ref. a and Ref. b.)
- /7/ Based on average truck pickup/delivery time of 30 minutes (maximum for Ref. a and Ref. b).
- /8/ Based on a ratio of peak-15-minutes to average-15-minutes accumulation of 3.2/1 (Ref.a).
- /9/ Based on a ratio of large (single unit and trailers) to small (vans and panel trucks) of 2:1 for residential and 0.25/1 for offices (Ref.a).

Table B-5 References

- a. PRC Voorhees, Fox Plaza Delivery Vehicle Survey, (letter to San Francisco Dept. of City Planning), July 15, 1981.
- b. San Francisco Dept. of City Planning, Approaches for Resolving Issues of Downtown Conservation and Development (Appck. G - Requirements and Procedures for Off-street Loading), September 1980.
- c. Wilbur Smith and Associates, Centor Center Transportation Study, Dallas, Texas, Phase II. Prepared for the Urban mass Transportation Administration, December 1970.
- d. ITE Project Committee 60-62. "Traffic Considerations in Planning of Center Business Districts." Traffic Engineering Magazine, June 1964.
- e. Barnstead, R.C., "Truck Activities in the City Center." The Urban Movement of Goods. Proceedings of the Third Technology Assessment Review, October, 1970. (Toronto data)
- f. Marconi, William "Commercial Vehicles in a Large Central Business District." Traffic Engineering, February, 1971. (San Francisco data).
- g. Deleuw, Cather and Company. Long-Range Transportation Plan for the Central Business District, Dallas, Texas. July 1965.
- h. Bates, Malcolm V., Goods Movement by Truck in Central Area of Selected Canadian Cities. Prepared for the Canadian Trucking Association, 1970.
- i. Alan M. Voorhees & Associates, Inc. "Summary Report of Preliminary Goods Movement Data." Prepared for the North Central Texas Council of Governments, December 1972.
- j. Wilbur Smith & Associates, Motor Trucks in the Metropolis, 1969.
- k. City & County of SF Department of Public Works. Commercial Vehicles in a Large Central Business District, 1973.
- l. Caltrans 9th, 10th and 13th Progress Reports on Trip ends Generation Research Counts, Counts of truck traffic at 8 individual office buildings and 15 individual residential developments throughout the San Francisco Bay Area, 1974 - 1980.

Appendix C: 1976 Architectural Inventory

The 1976 Architectural Inventory published by the San Francisco Department of City Planning ranks structures on a scale of 1 to 5 regarding their architectural merit and urban design qualities. In addition, structures are grouped into architectural survey classifications by means of a one letter - one digit code. These groupings are shown in Table C-2 (p. 204). Noted structures on the site block and surrounding blocks are shown in Figure C-1 (p.203). The ratings themselves are shown in the table below (Table C-2). The architectural grouping code in the table keys into the architectural groupings shown in Table C-2 (p. 204).

Table C-1
1976 Architectural Inventory for Blocks in the Site Vicinity

<u>Assessor's</u> <u>Block</u>	<u>Lot</u>	<u>Address</u>	<u>Architectural</u> <u>Merit</u>	<u>Group</u>	<u>Urban</u> <u>Design</u>
40	5	306 Francisco	1	none	1
	6	330 Francisco	0	D7	0
41	4	2233 Powell	1	none	1
	10	424 Francisco	1	B8	1
	33	327 Bay	1	none	none
	35	333 Bay	1	none	none
	39	377 Bay	none	none	none
42	1	400-600 Bay	none	none	none
51	7,8	2330 Taylor	0	B7	1
	15	45 Water	1	none	1
	24	523 Francisco	1	F1	1
	29	547 Francisco	0	B8	0
	1	401 Francisco	0	F1	0
52 (site)	22	2252-6 Mason	0	B8	1
	23	475 Francisco	2	C3	2
63	1	1957 Stockton	0	B8	0
	4	1935 Stockton	0	F1	0
	6	1923-5 Stockton	0	B7	0
	12	532 Lombard	1	B7	2
	13	538 Lombard	1	B7	2
	14	544 Lombard	1	B7	2
	18	590 Lombard	1	C6	2
	20	2032 Powell	2	B7	2
	24	455 Chestnut		not mapped	

63	25	449 Chestnut		not mapped	
	26	443 Chestnut		not mapped	
	27	437 Chestnut		not mapped	
64	1	2065 Powell	1	B7	2
	2	2055-9 Powell	2	B7	2
	5	2037 Powell	2	B8	3
	6	2027-33 Powell	1	B7	2
	7	2017 Powell	1	B7	2
	9	604-7 Lombard	1	C6	2
	31	2011 Powell	1	B7	2

ARCHITECTURAL SURVEY CLASSIFICATION
Table C-2

A. CALIFORNIA TRADITION

1. *Mission*
2. *Mission Revival*
3. *Pueblo Style*
4. *Spanish Colonial Revival*
5. *Monterey Style*
6. *Variations*

B. NINETEENTH CENTURY ORNAMENTAL STYLES

1. *Gothic Revival*
2. *Greek Revival*
3. *Italianate / Italianate Revival*
4. *Stick Style / Eastlake*
5. *Queen Anne*
6. *French Mansard*
7. *Carpenter Classic / Edwardian*
8. *Compromised: Amalgam, Vernacular, Romeo, Related*

C. AMERICAN TRADITIONAL & REGIONAL STYLES

1. *First Bay Tradition*
2. *Second Bay Tradition*
3. *Third Bay Tradition*
4. *Colonial Revival*
5. *Craftsman / Bungalow*
6. *Related / Unornamented Vernacular*

D. CLASSICAL ROOT STYLES

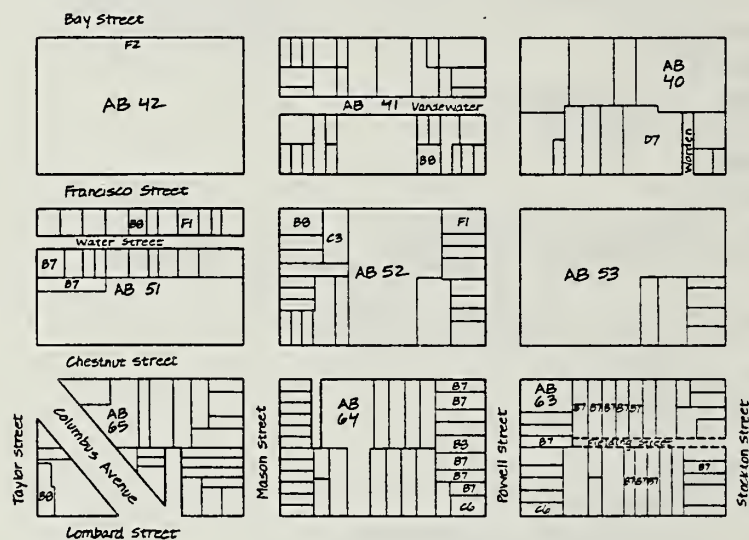
1. *Beaux Arts / Neoclassicism / Later Greek Revival*
2. *Free Classical*
3. *Renaissance*
4. *Romanesque*
5. *Skyscraper Gothic*
6. *Georgian*
7. *Vernacular Variations*

E. EXOTIC STYLES

1. *French Baroque*
2. *Art Nouveaux / Secessionist*
3. *Flemish Baroque*
4. *Tudoresque / Elizabethan-Jacobean*
5. *Cottage Styles*
6. *Moorish / Oriental Styles*
7. *Miscellaneous / Other Revivals: German Baroque, Byzantine Revival, etc.,*

F. MODERN ROOT STYLES

1. *Commercial / Utilitarian*
2. *International / Miesian*
3. *Prairie School*
4. *Formalism*
5. *Zigzag Moderne*
6. *Streamline / WPA Moderne*
7. *Expressionist / Structural Exhibitionist / Brutalism*
8. *Related Variations*



KEY

- F1 Modern Commercial Utilitarian Style
- F2 International/Miesian
- B7 19th Century Carpenter Classic
- B8 19th Century Compromised
- C3 Third Bay Tradition
- C6 American Traditional Unornamented Vernacular
- D7 Classical Vernacular

Figure C-1

ARCHITECTURALLY SIGNIFICANT STRUCTURES

Source: San Francisco Department of City Planning

Appendix D: Shadow Diagrams

Shadow lengths and bearings that would be created by the towers on Francisco Street and the Chestnut Street units were calculated for December 21st, September 21st, March 21st and June 21st.

These shadows and the shadows cast by the existing structures are shown in Figures D-1, D-2, and D-3 (pp. 208-219). Shadows for three times of the day are shown: 8 AM, 1 PM, and 4 PM.

DECEMBER 21st

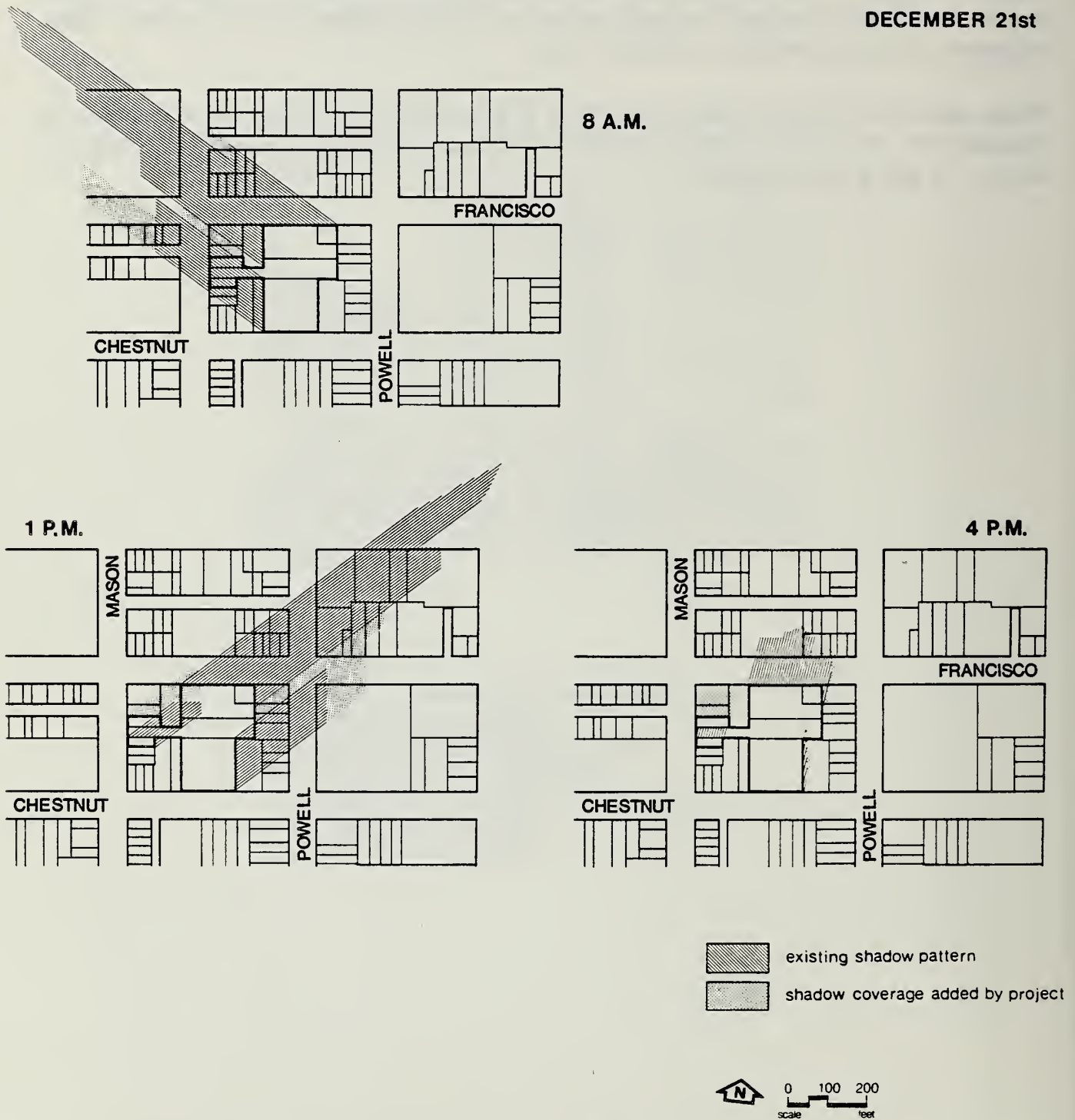


figure D-1

SHADOW DIAGRAMS

source: Planning Analysis & Development

SEPTEMBER AND MARCH 21st

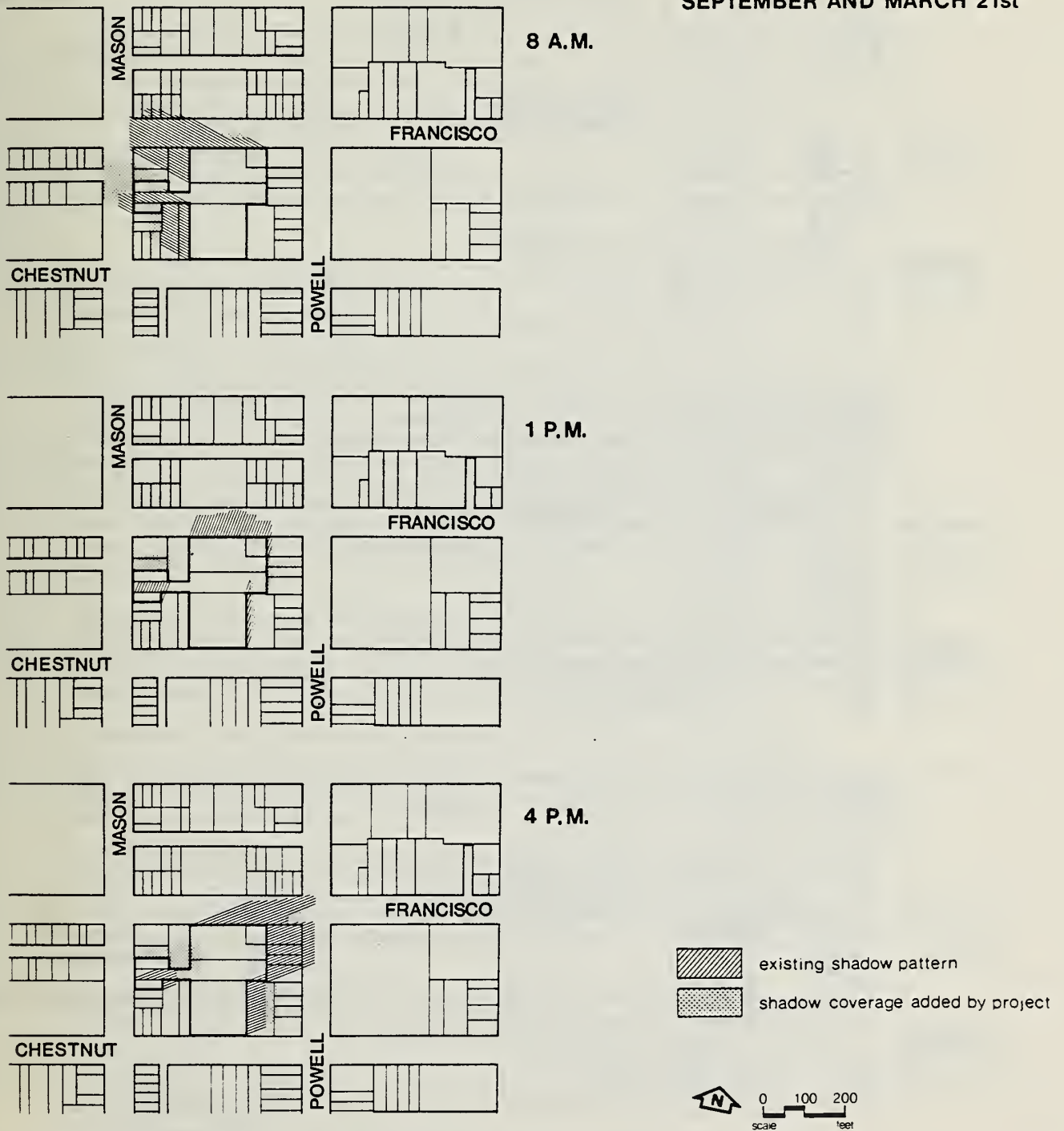
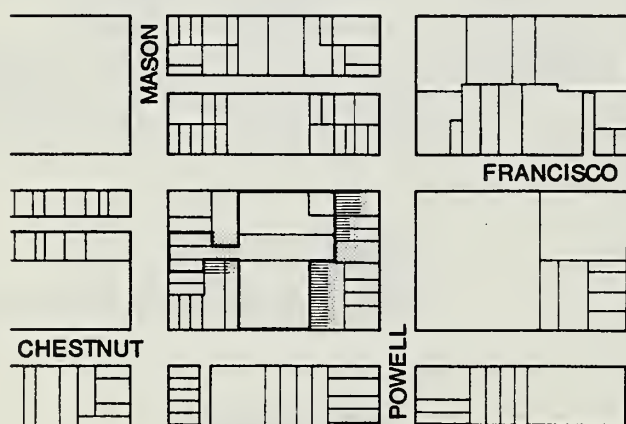
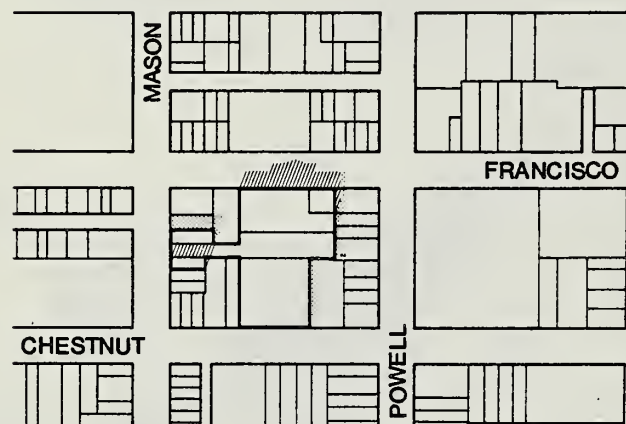
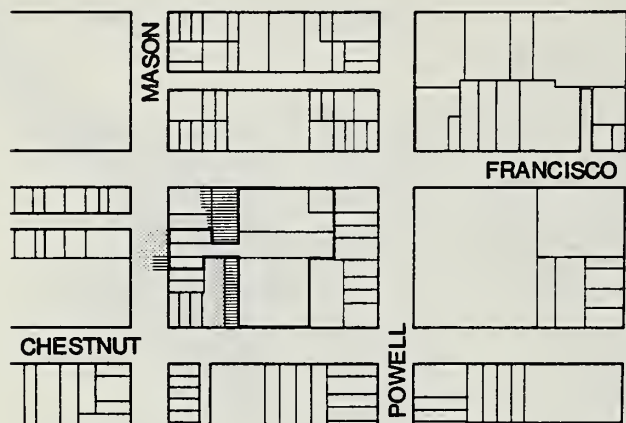


figure D-2

SHADOW DIAGRAMS

source: Planning Analysis & Development

JUNE 21st



existing shadow pattern

shadow coverage added by project

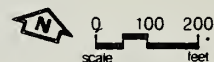


figure D-3

SHADOW DIAGRAMS

source: Planning Analysis & Development

Appendix E: Initial Study



DEPARTMENT OF CITY PLANNING

100 LARKIN STREET - SAN FRANCISCO, CALIFORNIA 94102

(415) 552-1134

NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT IS DETERMINED TO BE REQUIRED

Date of this Notice: February 6, 1981	
Lead Agency: City and County of San Francisco, Department of City Planning 100 Larkin Street, San Francisco, CA. 94102	
Agency Contact Person: Sally E. Maxwell	Tel: (415) 552-1134
Project Title: EE80.248 Francisco Place Project Sponsor: Francisco Place Venture	
Project Contact Person: Dai Williams	
Project Address: 530 Chestnut Street	
Assessor's Block(s) and Lot(s): Lot 10 in A/B 52	
City and County: San Francisco	
Project Description: Demolition of 8 steel storage tanks and 3 buildings, construction of a P.U.D. containing approximately 90 residential units (approx) 90,000 sq. ft.; approximately 50,000 sq. ft. of commercial office space; approximately 190 off-street parking spaces. The project would be 6 stories tall and require a conditional use permit.	
THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15081 (Determining Significant Effect), 15082 (Mandatory Findings of Significance) and 15084 (Decision to Prepare an EIR), and the following reasons, as documented in the Initial Evaluation (Initial study) for the project, which is on file at the Department of City Planning:	
The project would include 1) the demolition of several buildings, and 2) the addition of about 90 residential condominium units, about 50,000 square feet of office/commercial area, and 191 off-street parking spaces through new construction and rehabilitation of an industrial tower. Location of the project would be on a 44,575 square foot lot on Francisco, Mason and Chestnut Streets where the Bauer-Schweitzer malting plant is located.	
Conformance of the project with the Comprehensive Plan should be further discussed.	
Zoning of the site is RC-3 which would allow one dwelling unit for every 400 square feet of lot area. Commercial uses would be permitted on the ground floor as a principal use and on upper floors as a conditional use.	
The project would require a conditional use authorization for a planned unit development (PUD) from the Department of City Planning. In addition the demolition of structures would require a demolition permit and any construction would require a building permit from the Bureau of Building Inspection. There is a possibility that the site will be designated as a landmark. If it becomes so designated then a Certificate of Appropriations would be required. (A2)	
The project would not change scenic or nearby views from existing buildings. Removal of the existing tower, although not proposed as part of this project, and removal of the silos, would lead to a change in views. A study of both long distance and nearby views should be conducted. (B2)	
Deadline for Filing of an Appeal of this Determination to the City Planning Commission: February 17, 1981.	
An appeal requires 1) a letter specifying the grounds for the appeal, and 2) a \$25.00 filing fee.	
cc: Neighborhood Groups Abutting Property Owners Dai Williams Joseph Fitzpatrick Jonathan Malone Landmarks Board Members 100 Larkin Bulletin Board	
 Alec S. Bash, Environmental Review Officer:	

The project would involve rehabilitation of an industrial tower with few windows into a residential structure which would have many windows. Consequently in the evening, the project would generate more light than it presently does, but this would not result in glare. (B2)

The project would involve the elimination of about 20 industrial and office support related jobs. As the Bauer-Schweitzer factory is going out of business, these jobs would be lost to San Francisco even if the project were not built. An alternative indicating conversion to another industrial use, which would require a conditional use permit, would be evaluated. (B3)

The project would create about 400 person-years of construction work, or enough to keep 400 people employed for a year. The project would also generate an additional two or three permanent part-time jobs for security, gardening and building maintenance services. (B3)

There is a copy of the Francisco Place Transportation Study on file with the Department of City Planning which discusses transportation impacts of the project. The project would generate approximately 1980 person trips per day. In the peak hour (4:30 - 5:30 p.m.) 135 trips on MUNI, 115 trips by automobile and 150 pedestrian trips would be generated. Vehicle/pedestrian conflicts would increase. Parking would be provided in compliance with the Planning Code. There would be 93 parking spaces for 86 dwelling units or 1.1 per unit, and 98 spaces for commercial uses or one per 490 square feet of area. A program allowing joint use of parking could increase parking availability so that overflow could be provided in the project area. Additional evaluation of the transportation effects should be conducted, including a discussion of appropriate mitigation measures. (B4)

Any increase in energy consumption due to the project may be offset by the amount of energy currently used in manufacturing malt on the site. The malting process involved heating the malt, and this requires a constant use of fuel. Energy consumption will need to be further investigated. (B11)

The site has been recommended by the Landmarks Preservation Advisory Board for inclusion as a landmark. If this recommendation is approved by the City Planning Commission and Board of Supervisors, then a Certificate of Appropriateness would be necessary for removal or alteration of any structure designated as a Landmark. Ramifications of the possible landmark designation and effects on historic resources of the site must be further evaluated. (B13)

The site has historical significance as it was the location of Meiggs Sawmill and the Lyon's Brewery. Construction of the present malting buildings would have removed all traces of Lyon's Brewery, but the remains of the sawmill were probably unaffected by the existing structures. It is possible that a variety of historical cultural materials from the 1860's and/or 1870's lie undisturbed in the original soil horizon of the project site and could be affected by the proposed construction. (B13)

There is no known evidence of remains from pre-historic periods or the Spanish and Mexican periods of San Francisco's history associated with the site area. For a more detailed explanation of the archeological significance and potential of the site, please refer to Archeological Resources at the Francisco Place Development, a report on file at the Department of City Planning, Office of Environmental Review. Further archeological testing must be conducted to determine if there might be any archeological resources on the site. (B13)

The site is less densely populated than other nearby blocks because much of it is in industrial use. If the project were approved as proposed, the block would have fewer units than allowed by code, i.e. 86 compared to 111. The proposed density would be similar to that of surrounding blocks which contain flats, apartments and condominiums in 3-4 story structures. Precise figures on block density are not available because block level statistics from the 1980 Census have not been released. Growth inducing effects should be considered. (B3)

Potential problems relating to housing on the site must be evaluated. Although the developer has proposed to provide 15% of the housing for moderate income people, funding sources for the provision of and retention of these units in the moderate income price range must be researched. Another issue needing analysis would be the desirability of obtaining a stable residential population. (B3)

Traffic increases due to the project would raise the local ambient noise level by less than 1.0 dBA, which is considered undetectable to the human ear. During construction, this would be a temporary increase of 3-18 dBA in the ambient noise level, resulting in construction noise of about 83 dBA. The San Francisco noise ordinance prohibits operation of powered equipment if noise levels exceed 80 dBA at 100 feet. The sponsor has agreed through a letter of commitment to observe noise mitigation measures to reduce noise impacts. For a more detailed explanation of expected noise levels that would be caused by the project, please

refer to the Francisco Place Acoustical Study on file with the Department of City Planning, Office of Environmental Review. Potential exterior noise problems will be adequately mitigated and no further review will be necessary. (B5)

Title 25 Noise Insulation Standards are applicable to all residential projects, and require that interior noise levels caused by exterior sources, with windows closed, not exceed 45 dBA. In order to meet this standard, the existing exterior noise level of 66 dBA near the site would have to be reduced at least 21 dBA. A reduction of 28 dBA could be achieved through insulation measures proposed for the project. Potential noise problems will be adequately mitigated by the letter of commitment from the project sponsor and no further review will be necessary. (B5)

Due to the potential addition of 700 vehicle trips per day, air quality effects need to be further discussed. (B6)

Possible effects of this project upon police and services are not yet known and should be analyzed. (B7)

Since the only biota on the site are urban species, effects on plant and animals need not be further evaluated. (B8)

The site is in a special geologic study area where there is potential ground failure hazard, and it is near areas where there is a potential for both ground failure and inundation following a 1906-type of earthquake. Consequently, a geologic and soils engineering investigation is required for any new development on the site. A California-licensed soils engineer has investigated the site, and his report on excavation procedures and foundation design is on file with the Department of City Planning, Office of Environmental Review. The sponsor has agreed to follow the recommendations of the soils engineer. Based on mitigation measures included in the project, there would be no significant geologic effects and there need be no further discussion. (B7)

There must be an evaluation of proposed excavation and grading for the project including the amount of excavation, potential for subsidence, dewatering necessary and similar issues and potential effects. (B9)

The project would involve demolition and removal of several buildings on the site, including a two-story masonry office building on Chestnut Street, a one-story wood frame house on Mason Street, a corrugated iron shed on Francisco Street, eight storage silos and a railroad spur. It is not known how many tons of debris would have to be removed from the site, but all spoils would be disposed of in an approved disposal site and need no further review. (B9)

The project sponsor has submitted a letter of commitment for the following mitigation measures:

Parking: Flexible use of residential and office parking spaces to help satisfy visitor demand and to accommodate neighborhood parking in the evening on a first-come, first-served basis, if permitted as part of the conditional use authorization.

Pedestrian/vehicle conflicts: Separation of commercial and residential driveway access, thus dispersing project-generated vehicle trips. Routing driveways away from sensitive pedestrian groups such as the elderly and children associated with Telegraph Hill Neighborhood Center.

Noise: The sponsor will include a clause in the construction contract requiring the contractor to use equipment which meets noise emission standards in the San Francisco Noise Ordinance. Failure to comply could result in revocation of the building permit for the project. For additional noise mitigations, refer to the acoustics study cited under B.5.a. above. During occupancy, interior noise levels would be reduced as much as 21 dBA, as a result of the construction materials and windows proposed for the project.

Air quality: During construction and demolition, the sponsor agrees to require the contractor to water down the site as needed to reduce air-borne particulate matter.

Geotechnical: The sponsor agrees to follow the recommendations of a California licensed soils engineer regarding excavation and foundation designs. The engineer's report will be submitted to the Bureau of Building Inspection for review. For additional mitigations, please refer to the soils report on file with the Office of Environmental Review.

Energy: The project would comply with energy conservation requirements of Title 24 of the California Administrative Code.

ENVIRONMENTAL EVALUATION CHECKLIST
(Initial Study)

Project File No: EE 80248 Title: Francisco Place

Address: 530 Chestnut Street Assessor's Block and Lot: Lot 10 in A/B 50

A. GENERAL CONSIDERATIONS:

	Yes	Maybe	No	N/A	Disc.**
1. Would the project conflict with objectives and policies in the Comprehensive Plan (Master Plan) of the City?	—	—	X	—	—
2. Would the project require a variance, or other special authorization under the City Planning Code?	X	—	—	—	X
3. Would the project require approval of permits from City Departments other than DCP or BBI, or from Regional, State or Federal Agencies?	—	—	X	—	—
*4. Would the project conflict with adopted environmental plans and goals?	—	—	X	—	—

B. ENVIRONMENTAL IMPACTS:

1. <u>Land Use</u> . Would the proposed projects:					
a. Be different from surrounding land uses?	—	—	X	—	—
*b. Disrupt or divide the physical arrangement of an established community?	—	—	X	—	—
2. <u>Visual Quality and Urban Design</u> . Would the proposed project:					
a. Obstruct or degrade any scenic view or vista open to the public?	—	—	X	—	X
b. Reduce or obstruct views from adjacent or nearby buildings?	—	—	X	—	X
*c. Create a negative aesthetic effect?	—	—	X	—	X
d. Generate light or glare affecting other properties?	—	X	—	—	X
3. <u>Population/Employment/Housing</u> . Would the proposed project:					
a. Alter the density of the area population?	—	X	—	—	X

**Further discussion warranted

*Denotes State EIR Guidelines, Appendix G, normally significant effect. (1)

ER7a (rev. 12/80)

3. Cont'd.	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
*b. Have a growth-inducing effect?	—	<u>X</u>	—	—	<u>X</u>
*c. Require relocation of housing or businesses, with a displacement of people, in order to clear the site?	—	—	<u>X</u>	—	—
d. Create or eliminate jobs during construction and operation and maintenance of the project?	<u>X</u>	—	—	—	<u>X</u>
e. Create an additional demand for housing in San Francisco?	—	—	<u>X</u>	—	—
4. <u>Transportation/Circulation</u> . Would the construction or operation of the project result in:					
a. Change in use of existing transportation systems? (transit, roadways, pedestrian ways, etc.)	<u>X</u>	—	—	—	<u>X</u>
*b. An increase in traffic which is substantial in relation to existing loads and street capacity?	—	<u>X</u>	—	—	<u>X</u>
c. Effects on existing parking facilities, or demand for new parking?	<u>X</u>	—	—	—	<u>X</u>
d. Alteration to current patterns of circulation or movement of people and/or goods?	—	—	<u>X</u>	—	—
e. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?	—	<u>X</u>	—	—	<u>X</u>
f. A need for maintenance or improvement or change in configuration of existing public roads or facilities?	—	—	<u>X</u>	—	—
g. Construction of new public roads?	—	—	<u>X</u>	—	—
5. <u>Noise</u> .					
a. Would the proposed project result in generation of noise levels in excess of those currently existing in the area?	—	<u>X</u>	—	—	<u>X</u>
b. Would existing noise levels impact the proposed use?	—	<u>X</u>	—	—	<u>X</u>
c. Are Title 25 Noise Insulation Standards applicable?	<u>X</u>	—	—	—	<u>X</u>

6. <u>Air Quality/Climate.</u> Would the proposed project result in:		<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
*a.	Violation of any ambient quality standard or contribution to an existing air quality violation?	—	—	X	—	X
*b.	Exposure of sensitive receptors to air pollutants?	—	—	X	—	—
c.	Creation of objectionable odors?	—	—	X	—	—
d.	Burning of any materials including brush, trees, or construction materials?	—	—	X	—	—
e.	Alteration of wind, moisture, or temperature (including sun shading effects), or any change in climate, either locally or regionally?	—	—	X	—	—
7. <u>Utilities and Public Services.</u> Would the proposed project:						
a.	Have an effect upon, or result in a need for new or altered, governmental services in any of the following?					
	fire protection	—	X	—	—	X
	police protection	—	X	—	—	X
	schools	—	—	X	—	—
	*parks or other recreational facilities	—	—	X	—	—
	maintenance of public facilities	—	—	X	—	—
	power or natural gas	—	—	X	—	—
	communications systems	—	—	X	—	—
	water	—	—	X	—	—
	*sewer/storm water drainage	—	—	X	—	—
	solid waste collection and disposal	—	—	X	—	—
8. <u>Biology.</u>						
a.	Would there be a reduction in plant and/or animal habitat or interference with the movement of migratory fish or wildlife species?	—	—	X	—	—
*b.	Would the project affect the existence or habitat of any rare, endangered or unique species located on or near the site?	—	—	X	—	X
c.	Would the project require removal of mature scenic trees?	—	—	X	—	—

	Yes	Maybe	No	N/A	Disc.
9. <u>Land.</u> (topography, soils, geology) Would proposed project result in or be subject to:	—	—	—	—	—
*a. Potentially hazardous geologic or soils conditions on or immediately adjoining the site? (slides, subsidence, erosion, and liquefaction)	X	—	—	—	X
b. Grading? (consider height, steepness and visibility of proposed slopes; consider effect of grading on trees and ridge tops)	X	—	—	—	X
c. Generation of substantial spoils during site preparation, grading, dredging or fill?	X	—	—	—	X
10. <u>Water.</u> Would the proposed project result in:					
*a. Reduction in the quality of surface water?	—	—	X	—	—
*b. Change in runoff or alteration to drainage patterns?	—	X	—	—	—
*c. Change in water use?	—	X	—	—	—
*d. Change in quality of public water supply or in quality or quantity (dewatering) of ground water?	—	—	X	—	—
11. <u>Energy/Natural Resources.</u> Would the proposed project result in:					
*a. Any change in consumption of energy?	—	X	—	—	X
*b. Substantial increase in demand on existing energy sources?	—	—	X	—	—
c. An effect on the potential use, extraction, conservation or depletion of a natural resource?	—	—	X	—	—
12. <u>Hazards.</u> Would the proposed project result in:					
*a. Increased risk of explosion or release of hazardous substances (e.g., oil, pesticides, chemicals or radiation), in the event of an accident, or cause other dangers to public health and safety?	—	—	X	—	—
*b. Creation of or exposure to a potential health hazard.	—	—	X	—	—
*c. Possible interference with an emergency response plan or emergency evacuation plan?	—	—	X	—	—

13. <u>Cultural</u> . Would the proposed project:	<u>Yes</u>	<u>Maybe</u>	<u>No</u>	<u>N/A</u>	<u>Disc.</u>
*a. Include or affect a historic site, structure, or building?	—	<u>X</u>	—	—	<u>X</u>
*b. Include or affect a known archaeological resource or an area of archaeological resource potential?	—	<u>X</u>	—	—	<u>X</u>
*c. Cause a physical change affecting unique ethnic or cultural values?	—	—	<u>X</u>	—	—

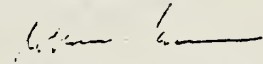
C. <u>MITIGATION MEASURES:</u>	<u>Yes</u>	<u>No</u>	<u>Disc.</u>
Are mitigation measures included in the project?	<u>X</u>	—	<u>X</u>
Are other mitigation measures available?	—	—	—

D. <u>ALTERNATIVES:</u>			
Were other alternatives considered:	<u>X</u>	—	—

E. <u>MANDATORY FINDINGS OF SIGNIFICANCE:</u>			
*1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal, or eliminate important examples of the major periods of California history or prehistory?	<u>X</u>	—	—
*2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	—	<u>X</u>	—
*3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects?)	<u>X</u>	—	—
*4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?	—	<u>X</u>	—
*5. Is there a serious public controversy concerning the possible environmental effect of the project?	—	<u>X</u>	—

On the basis of this initial evaluation:

- _____ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- _____ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers_____, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- ✓ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.


Robert W. Passmore
Assistant Director-Implementation

for

Rai Y. Okamoto
Director

Date: 2/3/81

